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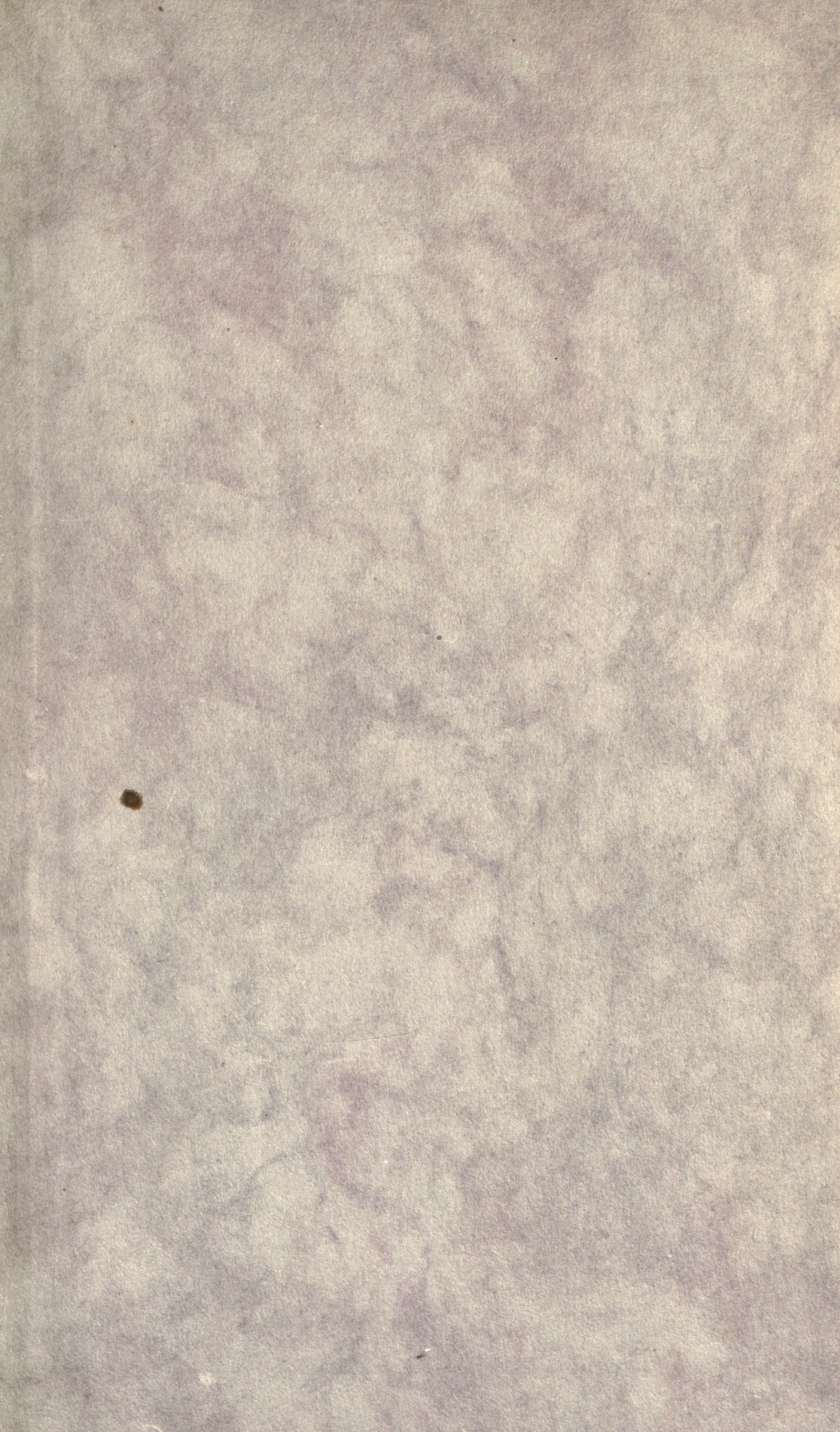
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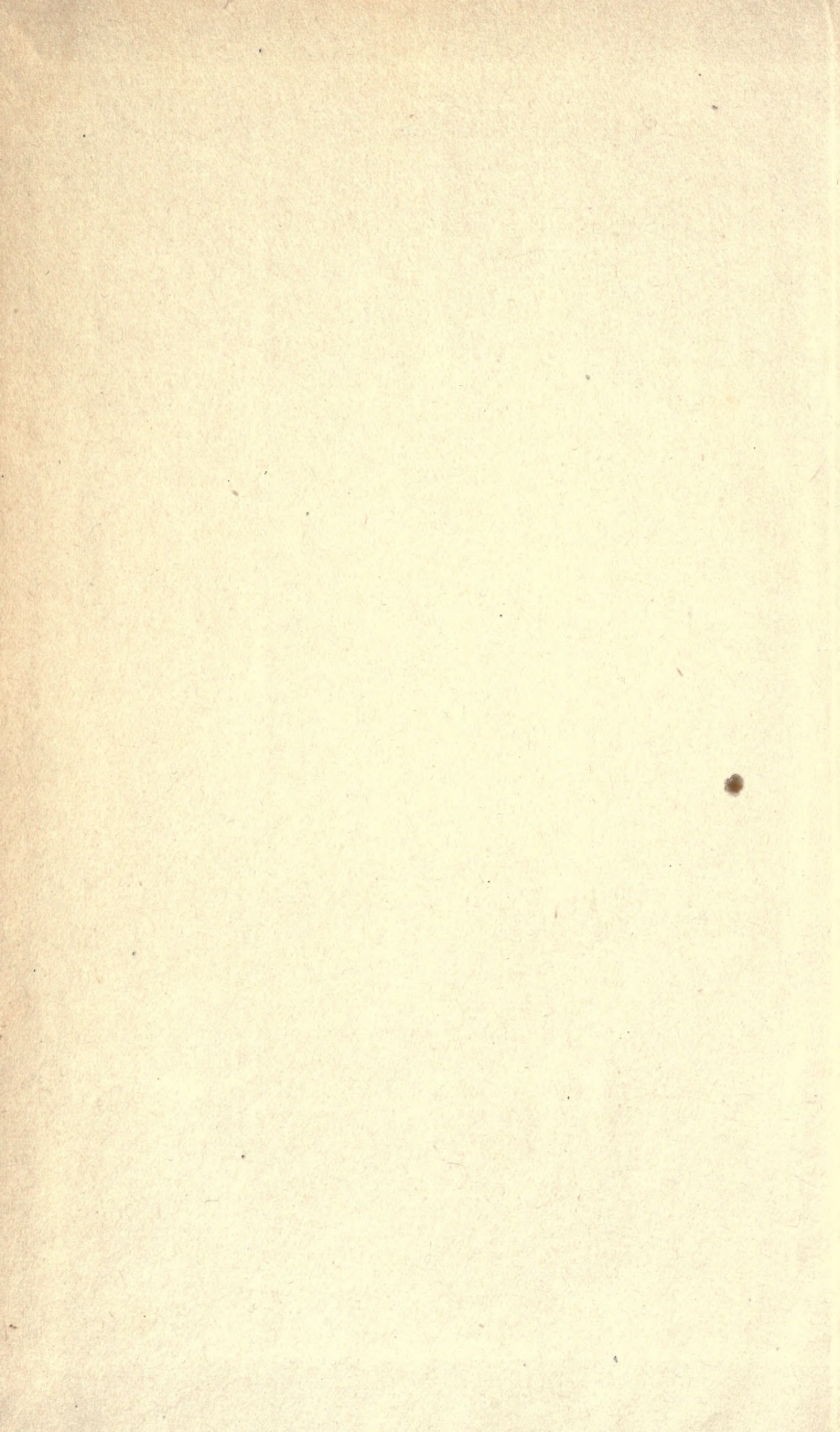
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# Housing Betterment

APRIL, 1921

A Journal of Housing Advance

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The National Housing Association







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# Housing Betterment

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## HOUSING IN ENGLAND

### RESIGNATION OF DR. ADDISON

THE most important recent development in the field of housing in England is the resignation from the Cabinet of Dr. Christopher Addison as Minister of Health and the appointment in his place of Sir Alfred Mond, former First Commissioner of Works. Dr. Addison has been appointed Minister without Portfolio and thus remains in the Cabinet. At the same time announcement is made of the resignation of Viscount Astor as Parliamentary Secretary to the Ministry of Health. Viscount Astor resigns because of ill health.

It is hard to say at this juncture what it will mean to the housing policy of the Government thus to "swap horses while crossing a stream;" for, the Government programme is at a most critical stage with only a relatively small number of the houses built which it is pledged to construct.

### PROGRESS OF GOVERNMENT HOUSING WORK IN ENGLAND

According to a statement made by the Minister of Health in the House of Commons on February 23rd, last, contracts had been let by local authorities and by public utility societies at that time for 148,566 houses. Of this number 1,595 are to be erected by Guilds; 5,531 by the Office of Works; 10,405 by local authorities by direct labor, and 131,035 by local authorities through builders. On February first, the total number of houses com-

pleted by local authorities was 17,505 and at that time there were 60,256 additional under construction.

In addition preliminary approval had been given to the erection of 32,075 to private builders under the Subsidy Scheme, of which 9,673 had been completed, making a total of 27,178 houses completed.

How great this progress has been is realized when one considers that on January first, 1920, the number of houses included in signed contracts was 10,408 as compared with 148,566; that the number of houses completed on January first, 1920, was only 348 as against 27,178. One of the most interesting developments has been the great increase of houses produced by private builders under the Subsidy Scheme. In April, 1920, the subsidy was paid to the builders of but two houses. During November it was paid in respect of 1,214 completed houses.

The activities of different districts throughout England shows considerable variation. As was to be expected, the London Region has exceeded all others in the number of houses built.

## DISSATISFACTION WITH THE GOVERNMENT'S HOUSING POLICY

In the March issue of "Garden Cities and Town Planning," the valuable and interesting monthly magazine issued by the Garden Cities and Town Planning Association of England, expression is given both editorially and in a special article to dissatisfaction with the Government's housing policy as follows:

"There are good reasons for being dissatisfied with the little progress made in the housing and rehousing of our people after the enforced delay of four years' war, and there is much uncertainty among critical people as to whom to blame. The allocation of personal blame, however—which seems to be regarded by the public as its chief political function—is of little importance compared with the discovery of the real causes of the trouble, which are many and deep. Financial uneasiness, high costs of material and labor, resistance to labor dilution, slow production, unreadiness with schemes, lack of town-planning talent, opposition of interests among landlords, industrialists and urban authorities, doctrinaire obstruction, and so on, are some of these causes; and they might, if it were worth while, be examined in detail and



"at length. But in reality they can all be traced back to one "fundamental cause which may be described as the absence "of a national housing policy shared by Government and "people alike. . . .

" . . . The Acts of 1919 made local authorities respon- "sible for adequate housing in their areas, and required them, "where necessary, to build houses, to prepare town planning "schemes, and to clear slum areas; and provided for financial "assistance from the State. Subsidies were also granted to "public utility societies and under certain conditions, to "private builders. Local authorities were given powers to "restrict luxury building where such building interfered with "housing schemes.

"Two new principles were thus introduced: the one com- "pulsion, the other subsidization. Both principles were dis- "liked by the older school of thought, and only agreed to by "the majority in the House of Commons owing to the excep- "tional circumstances of the time. These two new principles "involved the practical supersession of private by public "enterprise. The Members of Parliament, in both Houses, "agreed that a large number of houses had to be built; that "they would have to be built in the main by local authorities; "and that the taxpayer would have to foot the bill. The "economic argument against subsidized rents, and the politi- "cal arguments against municipal enterprise were overborne.

"The new legislation established some part of a machinery "whereby houses could be produced in large numbers. It "lacked, however, a really sound and popular means of "financing the necessary expenditure, the control of building "materials was inefficient, and the labor shortage was badly "handled. But the chief fault in the whole policy was the "absence of imagination. There was no comprehensive "scheme for the distribution of the houses for the country as "a whole, which was due to the lack of vital and energetic "statesmanship. This was, in our view, the fundamental "cause of its failure, and later in this article we propose to "outline the elements of such a national policy.

"Since 1919 a further cause of failure has been introduced "by the change in public opinion and the weakening of deter- "mination on the part of Ministers and Parliament. Labor "difficulties, financial difficulties, and friction between local

"authorities and the Ministry of Health have deflected administration and produced uncertainty and vacillation. Building costs have been allowed to rise to a scandalous height, houses have not been obtained in sufficient numbers, and the growing burden on the taxpayer has been resented." . . .

"Those who oppose the existing policy must therefore produce an alternative. That housing enterprise should be stopped altogether is unthinkable. Such a course of action would save money to the taxpayer and ratepayer at the moment, but it would lead to even greater evils than those which it was sought to avoid. While wasteful expenditure should be avoided, and a reasonable price paid for houses, the houses must, nevertheless, be built and paid for, otherwise grave social disorders will surely result. . . ."

". . . The actual effect of the Acts of 1919 is to stimulate the building of houses in the neighborhood of large towns without regard to any sound economic principle. On the other hand it is a cardinal point of the Garden City movement that what is needed is a deliberate effort to limit the size of large towns. Together with that it is necessary to provide for the creation of new towns, and the extension of small towns so as to make them approximate so far as possible to the Garden City. . . ."

That the opinion of the group in the Town Planning and Garden City Association is not an isolated one but is shared by other competent observers in England is evidenced by the following statement contained in a private letter recently received in America. It comes from a man close to the housing work of the Ministry of Health and who is, perhaps, in a better position than any other man in England to express an opinion of the situation.

"The Government has not handled the labor problem at all well. There were certain definite concessions which should have been made. The day has gone by when the individual workman should bear the full brunt of wet weather, frosty weather and unemployment. The proper organization of the industry would get rid of a large amount of time lost through wet weather. Where contractors have been paying a 'wet time' in order to attract workmen they have found it possible to put up shelters, to reserve indoor work for wet



“days and in other similar ways to reduce the amount of  
“time lost. If the Government had promptly conceded a rea-  
“sonable allowance on these lines and had definitely under-  
“taken to employ a given number of men on housing for a  
“given number of years, there would have been no difficulty  
“in securing the necessary introduction of additional labor  
“into the skilled trades. As it is, the Government is thor-  
“oughly distrusted by Labor and is believed to be capable  
“of introducing 50,000 men into the building industry and  
“then stopping the housing programme on account of high  
“costs; and I am bound to say that the way in which they  
“have acted throughout gives the men considerable justifi-  
“cation for this suspicion.”

## THE DEFEAT OF THE GOVERNMENT'S HOUSING BILL

Last summer the Government caused to be introduced in Parliament a general amendment to the law, “Ministry of Health (Miscellaneous Provisions) Bill,” with regard to the powers of the Ministry of Health. The bill dealt with many phases of the Ministry of Health’s work and incidentally sought to perfect the existing laws with reference to the housing powers of the Government. One of the important features of it was that it extended by 12 months the period during which subsidies to be granted to private builders might apply.

The defeat last December of this measure by the House of Lords has therefore had a serious effect upon the progress of building houses in England; for, naturally, private builders will not build with the expectation of receiving a subsidy from the Government, when it is announced that that subsidy will be withdrawn and can no longer be obtained. According to a statement made by the former Minister of Health, Dr. Addison, at a public meeting held not long ago, the effect of this adverse action by the House of Lords was to cause the applications from private builders to build houses, under the subsidy, to drop from 1,000 to 1,200 per week down to 396 per week.

At this meeting Dr. Addison announced that the Government would cause a new bill to be introduced in the early days of the coming Parliamentary Session which would deal chiefly with the extension of the subsidy grants and would not have attached to

it those other controversial features which were largely responsible for the defeat of the previous measure.

At this public meeting which was held at Smethwick, Dr. Addison had much of interest to say bearing on the present shortage of houses in England and the slowness with which the Government work was progressing. Among other things, referring to the shortage of labor in the building trades and the unwillingness of organized labor to permit Dilution through the employment of former service men (soldiers and sailors) he said:

"We have got, if necessary, to accept the challenge and say "these men are to have a chance of giving a hand in building "these houses. There is a statement appearing in the papers "lately to the effect that there has been a little friendly "squabble going on between the Treasury and ourselves, and "that I have received a proposal to stop housing. I want "to take this opportunity to say that statement is entirely "incorrect, and that I have received no such communication. "But I am considering with them what steps we can take to "prevent this shocking cost, and I think it will be quite likely "that we shall have to say we will not sanction any contracts "above a specific figure, and I am prepared to do it, because "present figures only represent a great burden upon the tax- "payer or the ratepayer or the rent payer."

Dr. Addison added that he was everlastingly in hot water with local authorities because he kept insisting on their charging economic rents. In the interests of housing, that should be done. There was no reason why a municipality should subsidize a man's house at the expense of his neighbors. A man ought to be able to pay an economic rent for the house he lived in.

In commenting on the rejection by the House of Lords of the Ministry of Health Bill, the Minister of Health issued the following statement calling attention to the consequences of it:

"1. A serious blow is dealt at the only contribution now "being made by private enterprise towards the building of "houses. The effect of their lordships' action is to bring the "private builder's subsidy to an end on 23rd December, "although reduced payments may be made for the following "four months. The Government must, of course, keep faith "with the private builders who have now completed 4,493



"houses and who have received certificates in respect of the proposed erection of 26,513.

"2. Houses which are withheld from occupation by persons seeking to evade the Rent Restriction Act will remain empty, unless, unfortunately, further illegal seizures are made, against which the provisions of the Bill would have guarded.

"3. The London County Council and other big municipalities, who are building houses outside their own areas, will find their schemes held up by their inability to make arrangements for providing the necessary roads, sewerage, and water supply for those houses, and incidentally this will have the effect of stopping schemes which would provide a large amount of work for the unemployed, and economical arrangements whereby water can be supplied to adjacent areas, but which do not actually adjoin, will continue to be prevented.

"4. County councils, who have raised money for the purpose of financing the housing schemes of the minor local authorities in their areas, will be deprived of the protection against loss to their own rates which the Bill was designed to afford.

"5. Similarly local authorities will continue to incur loss under various statutes, whereby they have to make advances of money at lower rates of interest than they can now obtain the money for.

"6. Similarly a continued waste of public money and effort by local authorities will be incurred by the continuance of the present limitations on the economical use of their officers, land, buildings, etc., which clauses 11, 12, 13, 18 and 19 were designed to remove."

Commenting upon the situation, *The Times* says:

"For the muddle in which he is now placed upon the subsidy to private builders Dr. Addison is alone to blame. He began by a serious breach of Parliamentary convention, for he increased the subsidy, and extended its duration, without obtaining leave from the House of Commons. When he sought to regularize his position by a Bill, he dragged twenty other subjects into his measure. He can introduce a small Bill to-morrow upon the subsidy to builders if he so desires. Meanwhile the rejection of the Bill is tending to

"raise the whole question of the future of the Ministry of Health. Dr. Addison's position is that he has contrived to "bring his department to a point at which it incurs the "maximum of unpopularity, while it reveals a minimum of "efficiency. Its muddles are notorious and wherever it intervenes chaos ensues. Before it is permitted to bring in any "more Bills, with the exception of the proposed measure "upon builders' subsidies, an inquiry should be held into the "general working of the Ministry of Health. It would be well "both for the country and the Government if such an investigation could be made at a time when Dr. Addison's energies "were transferred to some other field."

Before retiring from the Ministry, Dr. Addison on March 23rd caused to be introduced in Parliament a Housing Bill containing a clause authorizing the payment of the grant to private builders until the end of June, 1922. It is expected that this will lead to a revival of private building.

## THE HOUSING BOND CAMPAIGN

A Parliamentary Inquiry to the Minister of Health was addressed in the House of Commons last December as to whether more than 90% of the issue of £4,000,000, 6% Housing Loan made jointly by 7 provincial towns was left on the hands of the underwriters.

In response to this inquiry Dr. Addison, the then Minister of Health, replied that this was a fact.

In response to a similar Parliamentary Inquiry as to the success of the whole Housing Bond Campaign, Dr. Addison on October 20th, last, stated that up to October first, £12,150,000 had been raised by the sale of housing bonds.

On this subject the London Daily News comments as follows:

"The result of the subscription for the £4,000,000 loan for the seven towns must be considered to be little short of disastrous. It appears that underwriters will have to take up percentages of the amount guaranteed as follows: Bootle, 93½%; Bournemouth, 67%; Ipswich, 95%; Northampton, 91%; Rotherham, 99%; Stoke-on-Trent, 96%; and Wolverhampton, 94%. This means that a little less than 10% of the total amount offered was taken by the public. . .

"Rotherham, Wolverhampton, Bootle and Northampton are places where the manufacturers must have made large profits during recent



"years, and yet when their local authorities appeal for capital for the necessary carrying out of house-building schemes, the response is literally grotesque. The amount offered for these stocks is in every case less than one would expect to have seen subscribed at any local meeting supporting these schemes. There appears to be an utter lack of local patriotism in the way in which these issues are treated and surely the Government officials, who express such earnest views in favor of the house-building schemes, could do something to improve the position if they wished."

## COST OF HOUSING IN ENGLAND

In response to a Parliamentary Question Dr. Addison, the Minister of Health stated in Parliament on February 17th, that "there had been no general fall in the cost of building materials during the last six months, though the price of certain materials such as lead, glass and linseed oil had shown reductions."

Before retiring from the Ministry, Dr. Addison appointed a committee "to inquire and report as to the reasons for the present high cost of building working-class dwellings and to make recommendations as to any practicable measures for reducing the cost." Mr. J. Stanley Holmes, M. P., an expert accountant, is Chairman of the Committee. Others on the Committee are well known and representative builders, labor men, surveyors and officials of the Ministry of Health. T. H. Sheepshanks of the Ministry of Health will act as Secretary of the Committee and all communications should be addressed to him at the Ministry of Health, Whitehall, S. W. 1, London.

## THE SITUATION IN ENGLAND

Reviewing the housing situation in England at the beginning of the new year the Ministry of Health through its organ "Housing" sums it up as follows:

"Three problems confront us at the opening of 1921. The first and most crucial is the shortage of labor, due in the main to causes arising out of the war. It is hoped that there will be this year a materially increased amount of labor available for housing. During the last few months statistics show that there has been a steady infiltration of labor in the housing schemes, and progress has already improved proportionately.

"The second factor in the problem, the supply of materials,

"is still serious, and becomes relatively more so as the amount "of available labor increases. Here also, however, there are "hopeful signs for the future. Output of materials is increas- "ing and the supply of cement and tiles from abroad is also "growing in volume, and fuller use may well be made of "materials from this source.

"Money, the last of the three factors necessary for the "success of the housing schemes, has been coming in quite "satisfactorily. Local Housing Bonds, a new form of secur- "ity, introduced only in the early summer, have already pro- "duced over £14,000,000, partly obtained from a class not "hitherto looked upon as investors. Mortgages have pro- "vided more than £11,500,000 and stock issues by local "authorities a further £25,000,000, so that from these three "sources alone over £50,000,000 is available for housing pur- "poses. Added to this is the sum of some £5,000,000, half of "the proceeds of the sale of Savings Certificates since 1st "October, under the arrangement which makes it possible for "those who can only save on the smallest scale to contribute "their quota to the housing needs of the country.

"Winter is necessarily a slack time with the builders, but "with the recommencement of the building season, local effort "will receive once more the best stimulus to activity—the "continual growth of local housing accommodation."

## SUBSIDY TO PRIVATE BUILDERS IN ENGLAND

The enactment by Parliament of a new Housing Bill introduced on March 23rd at the instance of the Minister of Health, extending the grant to private builders until the end of June, 1922, it is expected will lead to a revival of private building.

Up to April first, 11,115 houses had been erected under the Subsidy Scheme and 30,728 certificates had been issued to builders. Out of the original sum of £12 million set aside for the payment of the grant in England and Wales, the Government commitment on April first, last, stood at £7,398,479.

## THE COST OF THE GOVERNMENT MACHINE

In response to a Parliamentary Inquiry, Dr. Addison, the Minister of Health, stated in the House of Commons on October

27th, last, that the cost to date of the new Housing Department for England and Wales had been approximately £236,000 (at normal rates of exchange \$1,180,000).

## THE COST OF HOUSING TO THE GOVERNMENT

As recently as the end of March Dr. Addison in the House of Commons in response to an inquiry said that it was calculated that the maximum immediate charge on the Exchequer so far as the total Government liability of £200,000,000 was concerned, was approximately £10,000,000 per annum.

## THE LABOR SITUATION

Little progress seems to have been made in the past two years by the Government in its handling of the labor situation in England. The number of houses being built is still lamentably inadequate to the great need of the country. The rate of production is slow and the responsible officials are continually attributing this situation to the shortage of labor in the building trades, especially among bricklayers, and this in the face of a situation where there are hundreds of thousands of unemployed men in England, being paid an "unemployment" or "out-of-work" dole by the Government.

The Government has sought at various times in the past two years to bring about a change in the point of view of organized labor and get them to consent to the employment of ex-service men (retired soldiers and sailors) on the Government's housing jobs. Labor has, however, stood fast against all Dilution and after repeated conferences between the leaders of organized labor, the Government and the employers, has absolutely refused to permit Dilution of any kind.

The proposals made by the Government to speed up the building of houses may be summarized as follows:

"Laborers to be trained as bricklayers, slaters, tilers, plasterers, working with skilled men, for six months.

"Elder men as well as youths to be accepted as apprentices.

"Two years training for elder men.

"Ex-Service men between twenty-two and twenty-six to be admitted to the trade and undergo training.



"Building trade to permit nine hours day and fifty hours week in summer and seven hours day and thirty-nine hours week in winter.

"Week (guaranteed by Government) of thirty-five hours in the summer and twenty-six hours in winter at full rates.

"Men must leave work only when rung off by the proper authority.

"No stoppage or strikes in housing work. Matters of dispute to be dealt with by conciliation boards.

"Members of unions to be allowed to work overtime on housing (when required) at the rates current in the district.

"System of payment by results, enabling men to earn higher wages, the men to be consulted in fixing piece-work rates.

"Each man to have a guarantee of a minimum wage for an hour's work of a certain output.

"Trade unions are invited by the Government to make specific proposals for giving effect to a system based on these principles. The proposals stand as a whole, and the offer of a guaranteed week is contingent on the acceptance of the other conditions."

These proposals were taken up by the Building Trades Resettlement Committee of the Joint Industrial Council of the Building Trades (a joint organization of employers and workers) in negotiations extending through several months, but were not adopted.

At a meeting held several months ago, called by the Minister of Health, at which the representatives of the employers and of labor were present, a further attempt was made to reach an agreement on this much discussed question. The employers were willing to go so far as to adopt a scheme under which payment should be made at full rates for 50% of all time lost through bad weather. The workmen stood out for a 75% payment. After prolonged negotiations the two parties failed to agree. As a compromise the Minister of Health announced that he would be prepared to put into operation on housing schemes the following proposal:

In the case of a man employed, or standing by to work, on a job when called upon for a full week, the payment for lost time shall be 50% in respect of time lost through stress of weather, up to 22 hours per week. In the case of time lost more than 22

hours, the hours lost over and above 22 hours shall be paid for at the rate of 75% of the time rate.

The effect of this proposal will be that if a man loses 22 hours of his 44 hour week he will receive 75% of a full week's wages. The cases in which a man loses more than half a week will be few, but when the whole week is lost, the man who stands by on the job will be ensured a payment of 62½% of his full week's wages.

The representatives of the operatives in the Building Resettlement Committee after prolonged discussion agreed to accept Dr. Addison's suggestion, for favorable recommendation to their members, together with the other general proposals of the Resettlement Committee. The representatives of the employers, while holding that the suggestion went further than they could go, were understood to be prepared to acquiesce in its application to housing schemes in conjunction with the other general proposals of the Resettlement Committee.

In a public address made by Lloyd George to a deputation of London Mayors who waited upon him last winter in regard to the problem of unemployment, the Prime Minister had the following to say with reference to this situation:

"I wish more could be done in this respect. There is a "need for hundreds of thousands of houses in this country—a "real need. That is not a thing upon which anybody can "turn round upon you afterwards, in five years' time, and "say, 'Why were all these houses built?' The houses are "needed. The fact that the houses are not there is really "interfering even with trade development in this country. "Houses are needed, and in the building of these houses I "have no doubt at all that a very considerable number of "ex-Service men could be employed. We have done our best "with the building trades to secure a relaxation of their rules "that would enable the Councils to employ ex-Service men "upon house building. We have found them very 'sticky'. "If they will let in the ex-Service men, it is done. . . .

"They (Labor) must take their chance with the rest of the "community; but to say that 180,000 ex-soldiers in this "country are to starve because ten years hence, when these "houses are built, they may find themselves out of a job is a "perfectly selfish proposal. We are going to employ ex- "Service men on building, and if the building trades object "to it they must take their chance."

A ballot on this question was taken by the Building Trades Employers recently and 90% of the employers were in favor of the scheme.

This action of the employers was in striking contrast to the referendum vote on the Government scheme for Dilution had by the workers in the building trades in February; 310,000 votes were recorded against the proposal and only 2,500 in favor of it.

One of the things which the Government has been contending for in addition to Dilution of labor through the employment of ex-Service men has been the principle of payment by results.

This is apparently as objectionable to organized labor as is the Government proposal for Dilution. Mr. George Hicks, the able and intelligent leader of the bricklayers and President of the National Federation of Building Trade Operatives, speaking at Canterbury a few weeks ago, is reported to have said with reference to this proposal:

"We do not intend in any circumstances whatever to agree  
"to the reintroduction of payment by results in the building  
"industry. So far as I am concerned I would be prepared to  
"empty the safe to the last halfpenny in order to resist such  
"a damnable thing being reintroduced into the industry."

One of the building journals of England comments upon this quotation by asking:

"Why is it a 'damnable thing' to give a man a bonus for  
"increased effort provided he is guaranteed a good living  
"wage?"

Altogether the labor situation in England seems a most difficult one. The Government is spending vast sums of money for which new burdens are being heaped upon the taxpayer to provide houses for the workingman who cannot afford to pay an economic rent for them because of the high cost of building, and the workingmen are resolutely refusing to permit practically the adoption of every measure that the Government has suggested tending to reduce the cost of such houses.

## LABOR'S OUTPUT

An interesting illustration of the different results obtained under Government work and private enterprise is found in the



housing scheme in progress at Minehead, Somerset. Some 32 houses have recently been completed there. The bricklayers on this job are laying an average of 700 bricks per day as compared with 350 bricks laid under most of the Government's schemes where the work is done through the local authorities.

## SHORTAGE OF PLASTERERS IN ENGLAND

One of the difficulties in the present housing situation in England that has operated to slow down the whole government programme has been the shortage of laborers in the building trades. The most serious shortage has been among bricklayers. Now, however, attention is called to the great shortage of plasterers. On January first, last, there were employed on the Government's housing schemes 3,706 plasterers. It was estimated by the Ministry of Health as recently as March first, that 4,500 additional plasterers were needed, if 100,000 houses are to be completed within the present year, or about 120% more than at present employed. According to official statistics of the Ministry of Health, the number of plasterers in England and Wales available for work of all descriptions is one-third less than it was in 1914 (13,725 available July, 1920, as against 20,250 in October, 1914).

As a means of offsetting this shortage, the Government suggests that all possible use should be made of suitable substitutes for plaster work among which it suggests the following:

"1. The use of good concrete blocks made under pressure "(not more than 4 to 1) for the inside of the principal rooms, "brushed over with plaster slurry, as described in HOUSING, "No. 40.

"2. The omission of concrete floors to first floor and the "use of wood floors instead.

"3. The utilization of fibrous plaster slabs or of some "suitable patent plaster or other boards for ceilings.

"4. The construction of the first floor with mill-dressed "joists and grooved and tongued floor boards, with the "omission of ceiling. The joist and under side of floor boards "would thus be allowed to be seen. This is a not uncommon "practice in rural areas. In some cases it may be thought "advisable to stretch rough canvas or other material over the

"joists before the flooring is laid. This canvas would then  
"need merely to be white-washed.

"5. The forming of the ceilings with patent plaster or other  
"boards between the joists, allowing the joists to show 2 in.  
"or 3 in. below the ceiling.

"6. The strapping and covering of the walls with approved  
"patent plaster or other boards. In some instances this is  
"done in three heights, the joists being covered with a  
"chair-rail and picture-rail.

"7. The use of unskilled labor or ex-service trainees, so  
"far as agreement may be obtained thereto, to fix plaster  
"laths.

"8. The omission of the projecting cement skirting around  
"living rooms.

"9. The avoidance or deferring of rough cast unless it is  
"applied with a cement gun. Brickwork can be pointed as it  
"is built, and if stock or other suitable bricks are used the  
"walls can be washed over with white or color wash.

"10. Approved water-proofing and liquid stucco or other  
"similar material applied with a brush by unskilled labor  
"may be used on concrete walls instead of rough cast pro-  
"viding the surface of the concrete walls is fairly smooth."

## GOVERNMENT PRODUCTION OF BUILDING MATERIALS

In Mr. Veiller's report on the English housing work, published in our last issue, there is a very full description of the results accomplished by the Department of Building Material Supplies in purchasing large quantities of building materials for the Government's housing schemes.

It may be of interest to note the following facts with reference to this much abused department of Government which seems to have no friends. According to a statement made on February 23rd last, by the Minister of Health in response to a Parliamentary Question, this department cost at the rate of £76,713 per annum, and the number of officials then employed in it was 307.

## WOMEN AND HOUSING

The Garden Cities and Town Planning Association not long ago formed a Women's Section on the Council. The purpose of the Women's Section is stated as being the co-ordination and strengthening of the work women are doing in the interest of housing by:

- a. Upholding a standard of housing that will meet the needs of women and children.
- b. Providing and spreading information regarding housing, labor-saving appliances, etc.
- c. Stimulating the appointment of Women's Housing Advisory Committees, where such do not already exist.
- d. Being ready to advise existing Housing Committees and where necessary to take action on their behalf.

A recent report states that the main work being undertaken at the present time is the preparation of a report dealing with women as house property managers, a sub-committee meeting weekly for this purpose. In addition a questionnaire is being issued to obtain information upon the best kind of fittings and labor-saving devices available for new houses.

## LOWERING STANDARDS IN ENGLAND

There has been considerable criticism of the Ministry of Health for its lowering of housing standards, but that this is evidently not justified is evidenced by the answer given by the Minister of Health to a Parliamentary Question on this subject in the House of Commons on February 23rd, last. The Minister of Health having been asked if he had in any way reduced the standards required for houses erected under his various housing schemes replied: "The standard required for houses as shown in the Ministry's book of type plans has not been relaxed in any way. Any proposals for modifications from these standards would certainly need to be considered fully from the health point of view."

## NEW METHODS OF CONSTRUCTION

All persons interested in the development of new building materials and new methods of construction should promptly



avail themselves of the "Report of the First Year's Work of the Committee on Standardization and New Methods of Construction" appointed by the Ministry of Health (then known as the Local Government Board) in April, 1919, to consider questions of standardization in regard to materials and structural fittings required for state-aided housing schemes, and to submit to the Ministry of Health standards for use in such schemes; and also to consider proposals in regard to new materials and methods of construction and to advise as to their use in state-aided housing schemes. The Committee was headed by Mr. W. Dunn, F.R.I.B.A., as Chairman (later succeeded by Mr. A. Alban Scott, M.S.A.) and included among its membership Mr. Raymond Unwin, the well known architect and town planner, as well as many other architects.

The report of this Committee has recently been published in a pamphlet of some 70 pages, fully illustrated with numerous diagrams and technical descriptions of the parts of buildings standardized and the new materials approved. This report can be obtained from H. M. Stationery Office, Kingsway, London, W.C.2, at a price of 1s. 6d., not including postage. All persons interested in the standardization of parts of dwellings and in the development of new building materials should secure a copy of this report before the supply is exhausted.

Closely allied to this report is the Report of the Committee of the Privy Council for Scientific and Industrial Research for the year 1919-20, recently published. This report can be obtained from H. M. Stationery Office, price 1s. net. It is known as Command Paper 905.

While this latter report deals with a wider field than housing, it contains important matters dealing with that subject. Under the Chairmanship of Mr. Raymond Unwin, the Building Materials Research Committee has proved that certain substitutes for timber can be safely adopted where supplies of necessary materials are available, and that with proper safeguards thin walls may be used for comparatively light loads such as are carried on the upper floors of most of the houses erected under the Government housing schemes.

## WOODEN HOUSES IN ENGLAND

Though it is hardly likely that there will be any great building of wooden houses in England for some time to come, still the

present situation with its shortage of building materials and building labor, especially among the bricklayers and plasterers, has turned attention to the possibility of using wooden houses. Under date of February 17th, the Minister of Health was asked a Parliamentary Question as to whether he would issue orders preventing the erection of wooden houses as dwelling houses, to which he replied, that he "could see no reason for preventing the erection of properly constructed wooden houses."

## THE BUILDERS' PROGRAMME

At the conference of the National Federation of House Builders held at Birmingham under the presidency of Mr. H. M. Grant, the following resolutions were adopted:

1. That the housing policy of the Government should be reorganized and based on a definite and equal grant to all agencies building houses.
2. That the Department of Building Material Supplies should be closed and the stock of materials disposed of, all orders cancelled, and all control of prices discontinued.
3. That drastic powers should be taken to deal with trade combines which force up prices.
4. That a manifesto embodying these points with a reasoned statement advocating their adoption should be sent to the Government, the two Houses of Parliament and the press.

## LONDON'S HOUSING NEEDS

The housing needs of England's great metropolis are set forth very fully in the December 6th issue of "Housing," the organ of the Ministry of Health. As summed up there it is stated that well over 80,000 new working-class dwellings are required in Greater London. Definite contracts have already been made by Local Authorities and Public Utility Societies for the erection of 26,500 houses. This total includes only a small proportion of the huge number of houses which the London County Council contemplate erecting on their estate at Becontree (Dagenham).

About 11,000 of the houses of Local Authorities and Public Utility Societies have been completed or are in course of erection. In addition, approximately 2,000 houses have been completed or are being erected under the grant to private builders.

## THE ZONING OF LONDON

If to Zone New York City seemed an impossible task, how much more difficult may seem the Zoning of London to Londoners, with its varying geographical and governmental boundaries. Yet, there is probably no city in the world that needs Zoning and would benefit by it as much as would London. A number of individuals in London have been quietly, but persistently urging Zoning for some time past. Among these should be mentioned Mr. J. P. Orr, the Director of Housing of the London County Council, Mr. W. R. Davidge, the Town Planner and former Housing Commissioner for the London Region, as well as a number of other leaders in the Housing and Town Planning movement. The latest organization to take up this important question is The London Society, of which the Earl of Plymouth is President and Mr. Percy Lovell, the Honorary Secretary. An informing lecture on Zoning and Town Planning was given before this society by Mr. I. G. Gibbon, C.B.E., Assistant Secretary of the Ministry of Health on March 11th.

## “HOUSING” NOW A MONTHLY MAGAZINE

The extremely valuable magazine entitled “Housing” which has heretofore been issued as a fortnightly journal of the Ministry of Health of England will hereafter appear only once a month. The subscription rate of the magazine in this new form will be 4 shillings a year postpaid.

## THE GARDEN CITIES AND TOWN PLANNING MAGAZINE

All students of the housing question who are interested in the Garden City movement and in Town Planning development will find it advantageous to receive regularly the Garden Cities and Town Planning magazine published by the Garden Cities and Town Planning Association of England. The magazine is issued monthly and the subscription price is 12 shillings a year, post free. Subscriptions should be addressed to the Garden Cities and Town Planning Association, 3, Gray's Inn Place, Gray's Inn, London, W.C.1.



## NEW PROGRAMME OF GARDEN CITIES AND TOWN PLANNING ASSOCIATION

At a meeting of the Garden Cities and Town Planning Association of England held at Letchworth, October 2nd and 3rd, last, to formulate a programme of action, the following programme was adopted:

The methods of the formation of satellite towns were considered in detail, and the advocacy by the Association of the following general methods was agreed to:

*a.* Private enterprise by statutory companies, for which purpose a Garden City Companies General Clauses Bill should be presented to Parliament making provision, among other things, for the compulsory purchase of land and the raising of money on a state guarantee of interest over a period.

*b.* The amendment of the Housing and Town Planning Acts giving the State power to purchase land for the establishment of Garden Cities, to build houses, to undertake development, and to lease such land to Garden City Companies to administer.

*c.* The creation of regional authorities to deal *inter alia* with housing and town planning, such authorities to have compulsory power to acquire land for housing and industrial purposes and to dispose of it to local authorities or Garden City Companies; provision to be made for co-ordinating the action taken by local authorities with regard to housing and town planning and for removing the disparity in rating.

*d.* Power to be given to county boroughs to establish daughter cities and to include such cities in their own rating areas.

Sir Theodore Chambers, Capt. Reiss, Mr. W. R. Davidge, Mr. C. B. Purdom, and Mr. H. Warren were appointed a sub-committee to prepare the basis of a Bill for introduction to Parliament to give statutory powers to Garden City Companies.

Methods of Zoning and of securing agricultural belts were considered, and the bearing of the Garden City principle upon the preparation of town-planning schemes was discussed, and it was decided that the Association should take action on the following lines:

*a.* To press for the amendment of the Town Planning Acts to secure replanning powers to Local Authorities and, in particular, power to create zones.

*b.* To bring to the notice of County Councils the value of establishing land settlements close to towns with the object of securing agricultural belts around towns.

*c.* To press for the amendment of the Town Planning Acts to enable local authorities to purchase land for agricultural belts, and to secure the preservation of agricultural belts without such purchase.

*d.* To prepare a formula for the agricultural belt.

*e.* To get into touch with Town Planning Committees when notice has been given that a town-planning scheme is being prepared, in order to offer advice on general principles; and to circularize members of the Association, asking them to bring to the notice of the Council at the earliest possible date the intention of local authorities in their respective areas to prepare town-planning schemes.

*f.* To urge the amendment of the Town Planning Acts with a view to providing for the inclusion of railway land in town-planning schemes.

## EBENEZER HOWARD "RESTING"

Those who have the great pleasure of having a personal acquaintance with Ebenezer Howard, the founder of the Garden City movement, know that he is "70 years young." A recent letter from Mr. Howard to a friend in America gives a most interesting picture of Mr. Howard taking a "vacation" on the Riviera:

"I am having a very strange and unexpected and of course "very delightful experience here. These Riviera towns—"Menton perhaps especially—are almost English colonies "during these winter months and there are many wealthy "people here who are enjoying themselves. So some of my "friends thought that, though these people would be on "pleasure bent, some of them might be attracted by a lecture "on something serious, even if it were only by way of change. "And I think these friends are proving right and that those "who said I should not get a hearing are wrong."

## THE GROWTH OF LETCHWORTH

An interesting article on the progress of Letchworth, illustrated with some of the more recent types of houses, will be found in the Garden Cities & Town Planning magazine of last August. On August first, 1920, there were in Letchworth 82 shops, 2,282 houses, 82 factories and workshops and 29 public buildings, including churches. The growth of the town is admirably illustrated in the statistics showing the consumption of water, gas and electricity in 1919 as contrasted with 1905, the first year. In 1919 there were 177 million gallons of water consumed by the inhabitants of Letchworth as compared with but 10 million gallons in 1905; and 92 million cubic feet of gas consumed in 1919 as compared with 5 million cubic feet in 1906; and 3,206,110 B. T. units of electricity consumed in 1919 as compared with 54,800 in 1908.

The same magazine contains a most interesting article on the co-operative houses at Letchworth which it is proposed to build in the future, as well as an article on what can be done in the way of soil cultivation adjacent to a home in this Garden City.

## **“AMERICAN NUMBER” OF GARDEN CITIES AND TOWN PLANNING MAGAZINE**

The Garden Cities and Town Planning magazine made of its January issue an “American Number.” This contains the following articles: “The Situation in America” by Lawrence Veiller; “Industrial Village Communities in the United States” by John Nolen; “Yorkship Village” by Andrew Wright Crawford; “Zoning: An American Way of Town Planning” by Lawson Purdy. The articles are illustrated by numerous photographs showing the housing developments at Union Park Gardens, Wilmington, and at Yorkship Village; the American Brass Company’s development at Waterbury, Conn.; the houses at Kingsport, Tenn., of the Kingsport Development Company; Morgan Park, Duluth, Minn., and a picture of one of the recently erected New York skyscraper office buildings showing how Zoning has affected the height of such buildings through the setback scheme.

This same issue contains a summary of Miss Theodora Kimball’s Review of City Planning in the United States as well as book reviews of various American publications on Housing and Town Planning.

## **TOWN PLANNING DISCUSSIONS IN ENGLAND**

Recent discussions at the meetings of the Town Planning Institute of England will be found to be of very great interest to American students of both Town Planning and Housing. Among the topics discussed in recent meetings have been the following: “The Need for Imagination in Town Planning” by Thomas H. Mawson, a subject which was discussed by His Highness the Maharajah Gaekwar of Baroda, Sir Richard Paget, Mr. Barry Parker, Architect, Mr. George L. Pepler, Town Planner and former President of the Town Planning Institute.

At the January meeting a most important paper on the subject of “Distribution” was read by Mr. Raymond Unwin, the well



known Town Planner and Architect. Mr. Unwin's paper was discussed by Mr. Henry E. Stilgoe, President, Professor S. D. Adshead, Major Leslie Roseveare, Mr. G. L. Pepler, Mr. T. H. Mawson, Mr. Dunnington-Grubb of Canada, and others.

At the February meeting, the topic considered was "The Agricultural Belts of Garden Cities" in a paper read by Sir H. Trustram Eve, K. B. E., F. S. I. This paper was discussed by Sir Lawrence Weaver, K. B. E., of the Ministry of Agriculture, Captain R. L. Reiss of the Garden Cities and Town Planning Association, Sir Theodore Chambers, K. B. E., Mr. C. B. Purdom, Mr. Barry Parker and others.

## FRANCE

### THE SITUATION IN FRANCE AS SEEN BY AUGUSTIN REY

The shortage of housing in France, while apparently very complex, is, according to an article by Monsieur A. Augustin Rey of the *Conseil Supérieur des Habitations à Bon Marché* in "*L'Information Ouvrière*" susceptible of practical solution only by broad general measures or policies. These can be classed in 5 groups: finance, land, layout, construction, rental.

Of these the financial question is the most important today. Private enterprise being practically eliminated from the field by adverse economic conditions, it is necessary to draw on national credit, either in the form of direct subsidy or of the guarantee of interest on privately borrowed capital. The first is impossible on account of the drains upon this source by the reconstruction work in the devastated regions.

M. Rey points out that the English Government has yielded to the pressure of extraordinary need and has for the first time given financial aid to housing, having guaranteed interest at 6% on loans for workingmen's dwellings for a period of at least 7 years.

"But," says he, "we are very much opposed to the English system of building houses directly by the local authorities. We have opposed it at every international housing congress for over 15 years. It is dangerous; for, the fatal day may come when the voters will choose their candidate on a platform of 'no more rent payments on municipal houses.' In France, the regional authorities should supervise and control building done by private enter-

prise, interest being guaranteed on loans for this purpose up to 4% by the Departments, and up to 6% by the State."

Low-cost land is the basis of all cheap housing. Land may now be bought by the communes (law of Oct. 30, 1919), but M. Rey believes it essential to adopt a policy, not of reselling such land, when built upon, but of granting long-term leases (equal in length to the sinking-fund period for replacement of the houses)—so as to do away with speculation in land values, which is the primary cause of congestion.

The essential in land subdivision is not only to provide proper orientation and grouping, but also to allow at least 300 square meters (about 360 square yards, or a plot 40' x 80') for a garden at or near each dwelling. The policy as to construction should be to encourage as much as possible the use of such new materials as seem reasonably durable, so as to lessen the cost of building.

Finally, the question of rents is considered by M. Rey. No legal or administrative steps have as yet been taken toward the rational adjustment of rents to the new level at which the war wave is certain to leave them. But this problem must be faced squarely as it is the real point of contact between capital and labor. M. Rey considers that one-seventh of the family wage is a reasonable basis for rent.

In concluding, M. Rey expresses the belief that the adoption of the amendments necessary to put into effect the policies outlined will result in a decided advance toward the solution of this immense problem.

## WHY PARIS NEEDS ZONING

At the present time I am seeking to relieve the overcrowding in Paris; not by building houses, but by transferring factories to the outskirts as at Welwyn Garden City in England.

The area of Paris is 7,802 hectares. There are only 2,776 which are built upon, but there is only one rule for all parts of the city; and in the suburbs, houses of one story are seen at the side of apartments of all heights. The mean density of population of Paris is 370 persons to the hectare. If it was 150 as the English housing reformers wish to make it, the population of Paris would be 1,170,300 inhabitants instead of being 2,800,000. We have some districts, the Third Arrondissement for example where the density is 150 inhabitants to the hectare. Since the law of *Habi-*

tations à Bon Marché places at the disposal of builders money at 3% they are building in the suburbs some 7-story houses which will allow them to lodge 2,000 inhabitants per hectare. At the present time building is stopped as far as apartment houses are concerned; for, an apartment of 3 rooms and a kitchen in a house of several stories, built new, costs nearly 5,000 francs.

At the Tuileries a house of 4 rooms offered for sale was sold over a hundred times at the price of 16,000 francs—that is why I wish to build in the Parisian suburbs single dwellings to lodge the workers in factories which, no longer satisfying the required conditions of hygiene, are now being destroyed in Paris.

Since the State intervenes to bring about changes in unhealthy houses it could do the same for shops where the worker catches industrial diseases. When a factory is constructed on good ground and is well fitted up it naturally pays more. Accordingly the State could bring about the dispersal of the factories in Paris to the suburbs by loaning to the owners the money necessary for moving at an interest rate sufficient so that the persons contributing would not lose.

ÉMILE CACHEUX.

## THE SUBURBS OF PARIS

Students of housing and Town Planning in America will be very deeply interested in the interesting and valuable report prepared by M. Henri Sellier, *Conseiller Général de la Seine*, published last summer under the title of "The Suburbs of Paris and the Department of the Seine." This book comprises 106 pages and sells for 2 francs, 50 centimes.

The problem which Paris is facing with regard to its immediate suburbs in the department of the Seine is one which is common to all other great cities. We quote the following extracts from this interesting report:

"The modern city, to use the expression of M. d'Avenel, "has emptied its center in order to fill out its circumference, "and to a vertical development has succeeded a horizontal "extension.' Since the beginning of this century, city ground "rent has continued to increase in the center of the city but "has increased only little by little in the surrounding, outlying "quarters.



"Industries, one by one, driven from the city, have gone further even than its extreme limit to seek cheap land. Their employees have followed them; the creation of modern transport and street car systems has finished this work and the first wave of centrifugal movement which carried the inhabitants from the center of the city to its circumference, is now followed by another, extending from the city to the suburb.

"Go out of the Paris of today and enter into this new Paris which surrounds it, presses against it and is only separated from it by the thickness of a wall, what spectacle do we see? The memory of Paris is still vivid with its large wide streets and elegant houses with its quarters regularly grouped, offering each one its special aspect.

"You arrive almost without transition before an immense group of small, purposeless winding streets and shocking alleys, before groups of dwellings heaped up as if by chance. More than a third of the surface of the streets is neither paved nor guttered, the sewers, lighting, distribution of water and sprinkling are imperfect.

"By keeping the workers in Paris, municipal cheap dwellings would have prevented overcrowding in the suburbs and would have consequently remedied the shortage of houses. But, on the other hand, under a rational administration the municipal council of Paris, instead of seeking to build upon extremely expensive ground workmen's dwellings of low cost, with the object of keeping them within the limits of its own boundary, would have functioned in a much more efficient way by constructing these dwellings in the outlying parts on ground two, three or four times cheaper than that which will be utilized, and the result on the cost of rents in Paris would have been identically the same. . . .

"When the city of Paris makes praiseworthy efforts in the fight against tuberculosis, by the creation of a sanitary bureau and by rigorous application of hygienic rules, she accomplishes a task quite useless if the principle of home rule is to permit the outlying towns to continue to be gathering places of pestilence and infection. . . .

"Most foreign nations have sought for many years to solve this problem and our country alone, with that lack of foresight and administrative incompetence which characterizes

"its leaders, has never been able to take the least measure for its solution. . . .

"It is equally inadmissible, both theoretically and practically, to leave to the local authorities the right to deal with public services which involve the interests of the entire community. A simple solution would obviously be the annexation of the suburbs and establishing gradually uniformity in the condition and exploitation of public service."

The writer then takes up at some length the difficulties involved in failing to provide for local representation for these communes and proposes a compromise plan by which such representation would be provided for. He says:

"The most rational organization would consist in turning over to an assembly representing the entire metropolitan area all questions dealing with the general welfare and to leave to the local authorities responsible and elected locally, the control of administrative details and of local problems."

## BENOIT-LÉVY'S SUGGESTIONS FOR THE PRESENT SITUATION IN FRANCE

In a series of articles published in the French newspaper "*Le Peuple*" M. Georges Benoit-Lévy, the well known leader in the housing movement in France, discusses the present situation in that country and outlines what in his judgment are the remedies.

After indicating that 20% of the houses of France outside the Devastated Regions need to be rebuilt, he points out that although liberal laws for government aid have been passed, little advantage is being taken of them. This he believes is caused by lack of popular interest, by the difficulties of isolated individual action, and by the high cost of building. All these difficulties would be met by coöperation, which would stimulate public interest, and would lower costs through wholesale purchase of materials.

M. Benoit-Lévy discusses the ideal small house plan, stating the minimum standards as to size, number of rooms, and arrangement, giving special emphasis to conveniences for house-keeping.

The question of cost is also treated and the element of land values is shown to be of great importance. According to M.

Benoit-Lévy, speculation has brought about the present state of affairs, for which 4 remedies are proposed.

1. Evaluation of land destined for the creation and development of cities.
2. Purchase of this land at such value by the community, or by community land banks.
3. Limitation of the extent of cities, so that they will be surrounded by a rural belt, and will not contain more people than they can properly house.
4. Decentralization of great centers of population through the development of satellite cities.

There is also a general consideration of Garden City principles, accompanied by a type of layout as designed for Tergnier (Aisne) by M. Dautry.

## COMPETITION FOR THE SANITATION AND WATER SUPPLY OF CHAUNY

Under the auspices of *La Renaissance des Cités*, the town of Chauny in the Department of the Aisne, recently announced two competitions which will close the 10th of June. One is for the water supply of Chauny and the other for a complete plan for the sanitation of that town. In each competition a first prize of 10,000 francs and a second prize of 5,000 francs is offered.

## FRANCE'S NEEDS

At the annual meeting of the *Conseil Supérieur des Habitations à Bon Marché* held at Paris last May, the shortage of houses in France was the subject of discussion.

M. Depinay stated that there were now 38 *Offices Publics* in operation. One, that of the city of Paris, had been especially active under the guidance of M. Henri Sellier.

A resolution was passed concerning Workingmen's Gardens favoring special efforts toward creating "vast groups" of such gardens, as an essential element in solving the housing problem.

The question of raising the maxima of rentals as given in the law (for Government aid) was discussed. As they do not now correspond with the new situation resulting from the war, it was



agreed that the limit should be raised 25%, and that a Commission ought to be created to determine finally by a sort of sliding scale the rates of maximum rental coming within the scope of the law on so-called "cheap" dwellings. Thus in the future the changes in construction costs could be followed rationally.

The housing shortage is due, aside from transportation difficulties, to the tremendous increase in the cost of labor and of materials, especially of those whose production depends on the use of coal.

Methods of construction are undergoing great changes, and new materials must be given consideration. Hence it was resolved that the employment of substitute materials, especially the various types of concrete, giving reasonable promise of durability, should be encouraged by all means, in view of the resulting diminution in the cost; and that the Government banks should not refuse to loan money on buildings where materials hitherto erroneously classified as "temporary" are being used.

A. AUGUSTIN REY  
Architect  
Paris

## MUNICIPAL HOUSING IN PARIS

It is reported that the Municipality of Paris proposes to spend 1,700 million francs to meet the present housing shortage in that city. The plans under contemplation include the building of 1,476 new apartments of two rooms each with 950 more of these to be subsequently erected. These are to be built in the central portion of Paris not far from the fortifications.

According to recent reports rapid progress is being made in razing the old forts. On the sites thus made available are to be erected the workingmen's homes just referred to and an agricultural exposition building and a city university. Recent dispatches report that the two bastions of Clignancourt have already been razed and that the construction of the workingmen's dwellings on this site will be commenced within a year. In addition to the above buildings the plans contemplate the use of a portion of the land thus realized for parks, public squares and landing fields for aeroplanes. The total open space thus provided it is estimated will be three times the present park area of the city when all of the forts have been removed.

The first model playground in Paris will also be developed, laid out on American lines with the cooperation of the Junior Red Cross. This is to be located in the Pagnolet quarter. It is announced that some of the building stone salvaged from the destruction of the old forts and walls will be used in rebuilding parts of the devastated regions.

## THE PLANS FOR NEW PARIS

Paris has recently completed a public competition for the improvement and embellishment of that city, an exhibition of the various plans submitted having been held at the Tuileries last summer. The competition was divided into four main divisions as follows:

I. GENERAL PARIS ENSEMBLE—This comprised the general plan of the entire Paris region and included matters relating to canals, the river port and transportation lines as well as housing and the creation of parks in a wide radius around Paris.

II. INTERIOR IMPROVEMENT AND EMBELLISHMENT OF PARIS—The second division concerned itself only with the improvement of the interior of the city of Paris (the district at present defined by the toll boundaries). The plans dealt with the making of new avenues, the building of new public monuments and similar matters.

III. IMPROVEMENT OF THE FORTIFICATIONS—The third division dealt with the improvement of the land now occupied by the fortifications and the exterior military zone surrounding the fortifications, in round figures a belt 25 miles long by approximately 1,350 feet wide.

IV. MISCELLANEOUS PROJECTS—The fourth division included various projects for the embellishment of any part of the Greater Paris region, including such miscellaneous suggestions as war memorials, municipal packing houses, Garden Cities and port development.

A most interesting and informative article dealing with the results of this competition written by the distinguished French architect, M. Jacques Gréber, well known to American architects and town planners, who, by the way, has recently been awarded the competition for the rebuilding of the town of Lille, will be

found in the Architectural Record of January. M. Gréber's article is illustrated by a number of interesting pictures showing some of the prize winning designs in the various groups above outlined.

Articles dealing with this same subject, also fully illustrated, will be found in the English magazine *The Builder*, issue of June 18th, last, *The Architects' Journal of England* of June 16th, and in the *Journal of the American Institute of Architects*, issues of September and October last, and the *Town Planning Review*.

## INTERNATIONAL CONGRESS OF CITIES TO MEET IN PARIS IN 1922

The *Union Internationale des Villes*, it is announced, will hold its next International Congress of Cities at Paris in 1922. The last meeting was held at Ghent in 1913. This organization is interested in all phases of civic betterment and places special emphasis on housing and Town Planning.

## INTERNATIONAL CONFERENCES POSTPONED

Word has just been received that the Inter-Allied Housing and Town Planning Congress as well as the International Conference on Town Planning and Garden Cities scheduled to be held in Rome this Spring have been postponed until the Spring of next year. The Italian tour of various cities in Italy which had been planned by the International Garden Cities and Town Planning Association in connection with these two Congresses has also been postponed.

## NORWAY

In Norway it is reported a state subsidy of 5 million crowns (\$1,340,000 par) has been granted for housing purposes on condition that the local and municipal authorities contribute a corresponding amount.

An interesting development in connection with this scheme is the grant of funds for the erection of workingmen's dwellings in the suburbs of Christiania. These dwellings, it is estimated, will cost 1,860,000 crowns (\$498,480 par) of which the company will pay 930,000 crowns (\$249,240 par) for the purchase of sites and building materials.



A unique feature of the scheme is that the prospective tenants will be asked to contribute their share by taking part in the actual building of the houses, contributing their labor instead of investing funds in the enterprise.

## FINLAND

A housing census taken in Finland some time ago showed that overcrowding was worse at that time in the suburbs of the large towns than in the towns themselves with the single exception of the town of Helsingfors. In that city about one half of one per cent of all of the dwellings were vacant, whereas in towns with a population of under 3,000, the vacancies were 2.8%.

In order to cope with the general situation in Finland, the Finnish Diet granted not long ago a subsidy of 20 million Finnish marks (\$3,860,000 par). The conditions under which the subsidies will be granted are as follows:

Loans, free of interest, will be granted to Communes which are going to erect dwellings themselves, and to co-operative building associations whose profits are limited to 6% and on whose Board of Directors the local authorities have a majority of the votes.

In addition other conditions are imposed. The subsidies are limited to those building enterprises commenced after January first, 1919, and completed by October 15, 1921. The houses are to consist mainly of one room and kitchen.

It is further provided that the local authority must pledge itself to grant to the cooperative societies or associations who are undertaking the building scheme, the building site, free of ground rent, on a lease of at least 50 years, and in addition a loan free of interest equal to 15% of the cost of the building, on the same conditions as the state grants its loan free of interest to the local authority.

The state subsidy in this form amounts to 30% of the cost of the building and the state agrees not to call these loans until after 10 years. At the expiration of this period the buildings are to be valued and the state agrees to write off two-thirds of the building costs which at that time are not yielding a return on the investment. After this has been done a new amortization deed will be drawn bearing interest at not over 3% and providing for amortization in a 20 year period. The local authorities are free to write off in a similar way the remaining one-third and to make a new mortgage with the same rate of interest and with the same period of amortization.

In connection with these subsidies, as one would naturally suppose, the Government provides that the local authorities shall

have the right of determining the rents of the dwellings erected by the co-operative building societies receiving the subsidy. The houses are to be of a standard type, approved by the government and built so substantially that they will last for at least 50 years. The plans of the houses must be approved by the Ministry for Social Welfare before the subsidy is granted.

Where the local authority undertakes the work of construction itself the state undertakes to grant it, in the form of a loan free of interest, equivalent to 30% of the cost of the building, and the local authority may make a grant of the remaining 70%. In the case of a co-operative building society or association, it receives from the State in the form of a subsidy 30% of the cost and 15% from the commune or local authority, or 45% in all. Of the remainder of the cost of the building, 60% may be raised by mortgage and 30% the government proposes that the local authority or commune should provide as a loan under a second mortgage. The remaining 10% (or 5.5% of the total cost of the building) is to be raised by the society or association from the sale of stock.

## GERMANY

According to recent dispatches, the housing shortage in Germany is quite as acute as it is in other countries. In Cassel, a city of 170,000 people, it is reported that 5,400 persons are without homes and a City Housing Commission is "rationing" rooming houses and hotels in an effort to shelter people during the winter months.

Because of the housing shortage many families are living each in a single room, and irrespective of their financial condition, all citizens are compelled by the public officials to limit their dwelling needs to such space as is absolutely essential and the extra available space is requisitioned and apportioned among those who are without shelter.

In Berlin some months ago a mass meeting was held on Unter den Linden between the Imperial Palace and the Kaiser's stables, at which 4,000 people who were dissatisfied with the existing housing situation demanded that the 800 rooms of the Palace be placed at the disposal of the homeless families of Berlin and the empty military barracks which had formerly housed more than 24 regiments be converted into dwellings for the population.

Berlin is reported also to be suffering from the influx of refugees from Poland. Investigations made by a municipal Housing Commission not long ago showed that in one house 79 persons were fugitives from German-Poland. According to the report of this Commission there were at that time in round figures 32,000 families without homes in Berlin with only 320 apartments vacant. The Berlin Housing Commission has proposed the building of 5,000 2-room apartments to accommodate the persons now exposed to disease and sleeping in cellars.

## HUNGARY

The Hungarian Government, according to a recent report, contemplates setting aside the sum of 50,000,000 crowns for the construction of houses in various congested areas, as the lack of houses is a crying necessity in all the large cities of Hungary. Budapest, whose population is estimated to have increased 50% over that of the pre-war population, is said to be in the greatest need of additional housing accommodations; for, in that city, in addition to the causes which have operated in other communities, such as the cessation of building activities, there is the additional complication caused by the great influx of public officials and other persons who have fled from the territories of pre-war Hungary now occupied by Czecho-Slovaks, Rumanians, and Jugo-Slavs.

Many of these refugees are said to be living in freight cars standing on sidings of the principal railway stations in Budapest and in other parts of the country. Although the local authorities in Budapest have exercised drastic powers and forcibly commandeered all space considered by them to be in excess of the requirements of the occupiers and thus found accommodations for a great number of people, yet the situation still requires much attention. It is believed that if the sum of 50 million crowns above referred to is wisely expended it will go far toward relieving the situation.

## CZECHO-SLOVAKIA

This newly constituted country, like the older countries of Europe and the United States, is suffering from a shortage of housing accommodations and the high rents which inevitably



follow in the train of such conditions. The Government has introduced a bill to cope with this situation. The measure is an emergency one and is only to be in effect until the close of the current year (unless the time should be extended later on).

The bill provides that notice to vacate a house or apartment cannot be given to a tenant without the consent of the district court, and that the reasons for giving such a notice must be valid ones that will satisfy the court. Increases in rent beyond 20% over the rent charged at the outbreak of the war on August 1st, 1914, are prohibited unless approved by the rent office or the district court. Similar provisions extend similar protection to sub-lessees. There are other features of the measure tending to protect tenants from the various extortionate demands that evidently are being made all over the world, such as prohibiting outgoing tenants from demanding a premium from the new tenants; prohibiting extortionate commissions for letting apartments &c.

It is proposed under the act that in incorporated towns and in communes with over 20,000 inhabitants Housing Boards shall be established and that in other communes they may be established if the local authorities so decide.

In order to stimulate building activity, Parliament not long ago made a grant of 30,000,000 crowns annually as a contribution toward paying the interest on the mortgages for houses built in 1919 and 1920 by municipalities and public utility societies. This subsidy was distributed among municipalities and 121 societies and affected 4,198 houses and 11,919 dwellings built at a cost of over 500 million crowns. In addition, in order to further encourage private building, Parliament has granted a sum of 250 million crowns for the completion of houses begun in 1920 and 1921.

Notwithstanding all these various devices employed by the Government to encourage building, building progress has been slow as it has every where else in the world and for the same reasons, namely, the high cost of building materials and of labor in the building trades.

## THE SITUATION IN SPAIN

Spain, though it was not involved in the war, seems to have suffered almost equally with the countries that were, in the housing shortage which has followed the war.

In Madrid rents are said to have doubled and trebled and a recent observer describes the situation as follows:

"There is not a room to be had, and 'To let' signs have completely disappeared from windows. When a flat becomes vacant, the janitor's lodge is besieged by applicants, who hold a regular auction of tips in order to obtain priority for their applications. Renting agents for houses, especially in the center of Madrid, receive the most tempting offers for their owners and for themselves."

The writer then gives the following reasons for the increase of urban population: During the 10 years immediately preceding the war there was a slight check in the growth of cities, but since the war the increase of the population of large towns has developed to an extraordinary extent. The insecurity of life in the country, due to social unrest, and the scarcity there of certain necessities of life, have caused an influx into populous towns. Barcelona and Madrid have each increased by some 200,000 inhabitants within the last few years, and similar phenomena are to be observed in Seville, Bilboa and other provincial capitals.

An effort to control the evil of high rents seems to be very much along lines employed successfully in New York City. A bill prepared by the Parliamentary Commission of Justice provides that tenants shall be allowed to hold over without increase of rent provided the tenant pays his rent promptly and lives up to his lease; the right of eviction is taken from the landlord except for non-payment of rent. All other causes for eviction are to be submitted to the Board of Tenants to be constituted for the purpose of passing upon such matters and this Board is further empowered to revise increases of rents imposed since November 1, 1914. Furthermore, the Government is authorized to adopt measures to stop speculation and increases of rents in unoccupied apartments and to encourage the construction of new buildings through tax exemption, this to run until the end of the year 1921.

Various housing schemes are reported as being carried out. One of these is in the northern part of the country near the suburb of Quatro Camios. Here, a land development company has acquired a large tract of land and is said to be building a group of 10-story apartments each building containing 400 flats and 40 stores.

## IN SOUTH AMERICA

Though far removed from the scene of the Great War, there is probably no quarter of the globe that has not felt its effects. South America seems to be suffering from a housing shortage quite as much as any of the European countries. In Rio de Janeiro, both the federal and municipal governments are about to take action to relieve the housing shortage. In the Chamber of Deputies a bill was introduced not long ago providing for a special bond issue of 50 million dollars (\$50,000,000) to be used in constructing 20,000 workingmen's dwellings in various districts of the capital city, wherever ground that is owned either by the nation or the municipality is available. The plan contemplates that the houses shall be sold to workingmen, the payment being spread over a period of 20 years.

In addition to these individual houses, it is also proposed that two large apartment houses for families and single men, respectively, with communal kitchens and other communal services, shall be constructed and rented at a very low rate.

A bill has also been proposed in the Municipal Council of Rio de Janeiro providing for the exemption from municipal taxes for a term of two years of all new workingmen's dwellings.

### BUENOS AIRES

Buenos Aires, too, is feeling the housing shortage. According to a recent report from the Director General of National Statistics, there is serious overcrowding in that city because of the scarcity of houses and the consequent high rents. 80% of the families in Buenos Aires occupy only one room according to this report. It was found that of the families living in one room, 19 families consisted of four persons, 20 of five, 11 of six, four of eight, two of nine and one of seven people.

## HOUSING IN NEW ZEALAND

A census taken in 1916 disclosed the fact that the population of New Zealand was crowded into 32,000 dwellings. Since that time the population has materially increased, though comparatively few houses have been built. In 1918, the Board of Estimate announced that there was a demand for at least 20,000 additional dwellings of 4 or 5 rooms each. The New Zealand



Government has taken up the question actively and 155 houses are already under construction and provision has been made for the erection of 700 additional buildings. In addition to these activities of the Central Government, the different municipalities are also aiding, so that it is expected that through the combined activities of the Central Government, the local government and private enterprise 5,000 additional homes will be provided within the next year.

In a statement made some time ago the Prime Minister of New Zealand stated that he was satisfied that there were more buildings in the course of construction in New Zealand than ever before in the history of the country. Owing to the high cost of building private capital has not been attracted to the erection of homes, the result being that the Government has had to step in. As illustrative of the high cost of building materials in New Zealand, it is reported that Oregon pine which sold over five years ago at \$3.53 per 100 ft., now sells at \$14.60 and that a home that would have cost \$3,000 to build before the war would now cost over \$5,000.

The Housing Act passed a year ago provides for a National Board in charge of a fund that is to be available to help any one who meets the conditions imposed. No citizen whose income exceeds \$1,525 a year is eligible for the government subsidy and the houses to be erected are limited in price. Houses of wood may not cost over \$3,750 and for buildings of brick or stone, not over \$4,250. The purchaser pays \$50 down and agrees to pay the balance over a period of from 25½ to 36½ years, paying interest at 5½% on the amount not paid off.

Recently Parliament appropriated \$3,742,900 for the building of homes for the workers in various parts of the Dominion during the year 1921.

## INDIA

A recent letter from Madras states that the housing problem has become very acute in India. Owing to the shortage of houses and the high prices of labor and materials, it is stated that rents have risen from 100 to 300% during the past two years, the middle classes and the poor being the worst sufferers. Speculation in land and in buildings is rife and the authorities have apparently failed to realize that labor troubles, which have become

very common in India, are largely due to the abnormal rise in house rents.

Bombay has an act controlling rents and Calcutta, in the face of great opposition, has a few months ago passed a similar restriction act. A similar agitation is being carried on in Madras. While the opposition of vested interests is very strong, it is hoped that such legislation will succeed.

In Calcutta, in response to popular clamor which one writer says it might be more accurate to describe as "popular fury" a "Rents Limitation Act" was passed and in one month shortly after its enactment the Court set up by the Act to hear rent cases, passed upon 1,000 such cases.

## THE PHILIPPINES

The Philippines have not been free from the housing shortage which seems to be universal. The situation became so acute a few months ago that the Governor-General of the Philippines called the attention of the legislature to the necessity of enacting laws to protect the poorer people from excessive rents. It was also proposed that in the city of Manila the legislature should appropriate \$500,000 for the erection of four large apartment houses, each to contain 250 rooms.

## THE HOUSING SITUATION IN CANADA

There is still a shortage of houses in Canada, but judging from the reports of the press of the country, matters have considerably improved in recent months. There has been a great deal of conversion of single houses into apartment flats. This has been due to three special reasons at the present time. In the first place, when building costs are high, there is a natural tendency to do the work which involves the least capital expenditure. With labor scarce there is a temptation to take existing dwellings and convert them into three, four or more apartments rather than to build new dwellings.

In the second place, there are a great many large dwellings which are so situated that they can not be sold or rented at a profit. The cost of renting and heating them and providing domestic service has grown beyond the means of the class that

used to occupy them. Consequently, this provides a supply of second-hand buildings suitable for conversion into apartments, to fit in with the builders' needs.

In the third place, there is a distinct tendency to get more economical housing accommodation because of the high cost of maintaining large premises, so that there is an ample demand for the sub-divided house at rentals which provide good returns on the investment.

Hundreds of apartments of this kind have been created in each of the large cities. The work of converting these buildings has taken up much of the activity of builders which, in normal times is devoted to building new houses. We shall probably not be able to get a resumption of building new detached houses until the full use is made of the present opportunity to utilize available dwellings for apartment flats. Climatic conditions in Canada are a factor in causing a great part of the population to drift towards the apartment as a dwelling, although this is recognized as an undesirable tendency.

There is a complaint of rent profiteering in different parts of the country, but it is restricted for the most part to apartment or multiple dwellings. If this is continued it will have a good effect in stimulating the movement back to the single family dwelling and to the land. On the whole it is not an undesirable thing that apartments should be rented at a rate which shows that they are, in reality, more expensive than the individual home.

In the western provinces, a report received at the office of the Housing and Town Planning Adviser of the Commission of Conservation, shows that:

1. The Federal Housing Scheme has materially helped in some cities.
2. The families of soldiers, munition workers, and others displaced by war conditions have gradually got away from the larger cities to the country or old home town.
3. The shortage of houses leads to many large houses being converted into multiple dwellings or used by two or more families.
4. Office buildings, and hotels that closed with the abolition of the bar, have been converted into apartments.
5. In some cities there has been a marked exodus of the foreign population, mainly aliens.



6. The prairie cities claim there is a continual movement towards British Columbia.

As an indication of the extent to which building is going back to normal the MacLean Daily Reports' value of construction started in Canada shows a total of \$54,246,100 of residential construction during 1920 as against \$14,661,800 in 1918.

With regard to the Federal Housing Loan, the total granted by the Federal Government in 1919 was \$25,000,000. This was divided equally among the provinces, according to population. The amount actually borrowed to date is \$14,230,000. An additional \$4,521,000 is under commitment by the Provinces to the municipalities. The loan has been used by 157 municipalities and the number of houses already built is 3,574. In most cities the Federal Housing Loan was used for the erection of houses on lots owned or purchased by the applicant for the loan.

There have been some suggestions made to the effect that the lending of money by the Government at 5% may prevent the erection of houses by private enterprise. This appears to be contrary to the view of the builders themselves, whose organization has been most active in pressing for government loans. The builders realize that one of the chief causes of the present shortage is lack of money at a reasonable rate of interest, and not so much the lack of skilled labor and materials. They also realize that a government loan means the employment of more rather than fewer builders. The evidence shows that where government building has been carried out, private enterprise is more active than in the cities where no government money has been borrowed.

Generally speaking, it seems as if the loan which the Federal Government granted has been completely successful because of the opportune moment when it was made and the conditions under which it was given. It stimulated building at a time of great shortage and when money was difficult to obtain. Now as we are approaching more normal conditions, it is evident that building operations are being resumed more rapidly because of the stimulus and aid given by the Federal Government, and that the class of building is better because of the example afforded by the houses erected under Government auspices.

THOMAS ADAMS  
Commission of Conservation  
Ottawa, Canada

## BAD CONDITIONS IN CANADIAN CITIES

That housing conditions throughout Canada are very similar to the conditions that prevail throughout the United States, with all the fluctuating varieties of conditions that are to be found in different parts of that country, is impressed upon one after studying the valuable presentation of Canada's housing conditions set forth in two issues of the magazine "Social Welfare" published at Toronto by the Social Service Council of Canada under date of October and November first, last.

## THE WORK OF THE PROVINCE OF ONTARIO

An interesting report setting forth the work which the Province of Ontario has done under the Ontario Housing Act of 1919, has recently been rendered by J. A. Ellis, the Director of the Bureau of Municipal Affairs. This report is a pamphlet of some 65 pages, very fully illustrated with photographs and plans of the various housing schemes developed in Canada under the Dominion loan of 25 million dollars. According to this report there are now in the Province of Ontario 99 municipalities which have passed Bylaws under the provisions of the Ontario Housing Act of 1919 and have appointed Housing Commissions. Of these 19 are cities; 50 are towns; 17 are villages and 13 are townships. 72 different municipalities have constructed houses.

The total amount of money appropriated to municipalities by the Province of Ontario is \$10,694,000. The total loans approved for houses erected in 1919 and 1920 under the Ontario Housing Act is \$7,119,352.74. The amount of funds actually advanced to municipalities by the Province up to September 31st, last, was \$6,866,551.95. It is stated in the report that no municipalities are in arrears on their monthly payments on account of these loans.

1184 houses were erected in 1919 under the terms of the Act. Of these 1,060 are detached houses and 124 are semi-detached. In 1920, 913 houses were erected of which 833 were detached, 50 semi-detached, and 30 in groups of 3. There were erected further under the terms of the Municipal Housing Act of 1920, 237 houses, all of which were detached, the total number of

houses erected in 2 years being 2,334 and total loans amounting to \$8,092,602.74.

Interesting figures are given in the report with regard to the cost of land, average price per lot and per front foot and many other interesting details which will well repay the attention of students of the housing situation.

## IN THE PROVINCE OF QUEBEC

There seems to be a sharp difference of opinion as to the success of the Dominion Housing Loan scheme in the Province of Quebec. A committee of citizens was formed last January to consider the situation. On this committee were represented such divergent interests as the City Improvement League, former Dominion Officials, representatives of the Trade and Labor Council, the Montreal Tenants' Association, the Builders' Exchange, the General Contractors' Association, Mayors of various municipalities, the Editor of the Canadian Municipal Journal &c.

In a public statement issued by this committee in January referring to the Quebec Housing Act, it is stated that:

"Although this legislation has been in force for close on "two years, only 8 small municipalities have actually taken "advantage of the loan, though a large number of municipalities applied for and were allotted certain amounts in "accordance with their requirements and population. On "investigation it has been found that the principal reason "why these municipalities, with the exception of the 8 "already mentioned, have not taken up their proportion "of the loan, even after allotment, and why many municipalities have not made application for the loan, is that the "conditions of the loan are such that they cannot be economically complied with in the Province of Quebec because "of climatic conditions and the housing by-laws of the different municipalities. For this and other good reasons it "may truly be said that the Dominion Housing scheme as "applied through the Quebec Housing Act is impracticable "and unworkable and consequently a failure so far as the "Province of Quebec is concerned.

"In view of the facts that the Quebec Housing Act has "not proved a success, and that the congestion in the urban



"municipalities of the Province and particularly the City and District of Montreal is fast becoming a menace to the health and comfort of the people, because of the shortage of housing accommodation, it is clearly the duty of the Government and the Legislature of the Province at this coming session to either amend the present Quebec Housing Act or to enact and pass new legislation that will enable the government to float a loan and re-loan same through the municipal councils or through a special commission, for the purpose of building houses for the people, on more equitable terms and conditions than the present loan."

The committee suggests that under such a Provincial scheme as urged in the preceding paragraph the aggregate amount to be loaned shall not exceed \$20,000,000 and the amount of loan to any one municipality shall be in proportion to the population and the needs of the municipality.

The Committee further suggests that the Loan be applied as follows:

1. That the loans made shall be for a period not exceeding thirty-one years at the lowest possible rate of interest but not to exceed five per cent. per annum, payable monthly—after the first six months, and that a sinking fund sufficient to retire each loan at maturity be made a condition.

2. That any municipality, company or individual borrower shall have the right to pay off the whole or any part of the principal of the loan at any time during the term.

3. That any loan made under the Act shall not be deemed a part of debt of the municipality to which the loan is made.

4. That money under the Act may be advanced for building houses and tenements on sites acquired or owned by:—

- (a) A Municipality;

- (b) Housing Societies, Associations or Companies;

- (c) Individual owners of a lot or lots, for the purpose of erecting houses or tenements on such lot or lots.

5. That the maximum loan on each building and lot shall not exceed 75%.

6. That the maximum loan on any one building or tenement shall be \$6,000.

7. That all buildings erected under the Act shall be in accordance with plans and specifications approved by the municipality in which the building is being erected.

### THOMAS ADAMS CHALLENGES THIS STATEMENT

Thomas Adams, the Town Planning Adviser of the Dominion, takes issue with these statements in an open letter addressed to the Editor of the Municipal Journal under date of February 25th. He says:

"May I take the liberty of pointing out that the statement that the Federal housing scheme is unworkable in Quebec is contrary to the facts of the case. It cannot be declared as unworkable in Montreal, as it has not been tried, and until it is tried nothing but a valueless opinion can be expressed by any person. In other parts of the province it has been proved to be both practicable and beneficial. Loans amounting to \$1,033,500 have been advanced to 12 cities and towns in Quebec including \$345,500 to Sherbrooke and \$200,000 to Drummondville."

Further discussing this subject in a letter to Mr. H. C. Beatty of Montreal, Mr. Adams has the following to say:

"I enclose a copy of the Federal Housing Project and would ask you to carefully note the introductory page setting out briefly the four conditions under which the Federal Loan is made. It is impossible that these conditions can in any way be a hindrance in Quebec or that they could be made more simple in their requirements. For the special purpose of assisting duplex housing in Quebec the provision of the amount which may be loaned for houses includes duplex houses. The difficulty is not in building duplex houses, under the Federal scheme, but in so financing them that they can be sold to separate persons. Thus, in Montreal, you can use the Government money to build duplex houses but you cannot permit one man to borrow money for two houses, therefore, each house would have to be separately owned. This is a difficulty inherent in your Montreal system.

"On the other hand the City Council could form a company and build duplex houses and rent them, or a body

"of citizens could form such a company on the undertaking  
"to pay not more than 6% interest on their stock. It is,  
"therefore, perfectly practicable to use the money for duplex  
"houses. If, however, the money was to be loaned to say,  
"Mr. A to build two houses (he occupying one and renting  
"the other to B) he could make enough out of B to pay  
"the interest on the loan for both A's and B's houses.  
"Under present conditions in Montreal he could make 20%  
"on the money loaned to him by the Government at 5%.  
"I am sure you would not wish the Government to lend  
"your money for such speculative purposes."

It is the opinion of competent observers that the chief reason why municipalities have not used the Federal Housing Loan is because they have not been permitted, under the conditions of this loan, to erect 2-flatted houses under such terms as would permit speculation in one of the two.

## JOURNAL OF THE TOWN PLANNING INSTITUTE OF CANADA

The Town Planning Institute of Canada has begun the publication of a journal, very modest in its beginnings, but from which much may grow. The preliminary number was issued under date of October first, last, and contains much interesting information with regard to town planning developments in Canada as well as an article summarizing the impressions of the two Canadian delegates—Mr. Adams and Mr. Cromarty—to the Inter-Allied Housing and Town Planning Congress held in England last summer. Since then a second number has been issued, in February, which contains much interesting material, including an article outlining the Housing and Town Planning work of the Commission of Conservation, as well as interesting items of Town Planning news, also two colored plates showing Town Planning schemes at Cedar Vale Close in Toronto and at St. Rose in the County of Laval, a development of the Canadian Pacific Railway Company. This issue also contains an interesting article on the Town Planning courses at Harvard University contributed by Miss Theodora Kimball, as well as other interesting items. All persons interested in Town Planning, not



only in Canada but in the United States, should make sure of regularly securing copies of this interesting journal.

## THE UNITED STATES

### THE CALDER COMMITTEE'S REPORT

The Committee of the U. S. Senate appointed just about a year ago under the title of "Select Committee on Reconstruction and Production," of which Mr. Senator William M. Calder of New York was Chairman, and the other members Senator Walter E. Edge of New Jersey and Senator William S. Kenyon of Iowa, has recently, with the termination of the 66th Congress, completed its labors and has rendered a Preliminary Report (dated December 14th, last, a document of some 8 pages), a Report (Report No. 829, rendered March 2, a document of 61 pages) and its Final Report including the Hearings or official testimony taken before it, comprising three volumes of 2,360 pages, with a full index.

It is difficult to estimate the value that will result to the entire country from the work of this Committee, which was headed by Senator William M. Calder of New York, a practical builder of many years' experience and a man of great political acumen and sagacity. Aided by the brilliant services of Mr. Franklin T. Miller, the Committee's Special Adviser, whose knowledge of the building industry is probably exceeded by no one in the United States, the Committee has gone about its work in a manner that will result in great benefit, not only to the construction industry of the country, but to the country as a whole.

Although the Committee, realizing the seriousness of the housing shortage, devoted its attention at an early stage of its work to the consideration of this question and did much to focus public attention upon this problem, the Committee soon found that underlying the housing shortage were three basic factors—Coal, Transportation and Direction of Credit.

Until the attention of the country had been directed to these three factors by the Calder Committee, the general public had given little thought or concern to the first two of these, namely, Coal and Transportation, as being responsible in any considerable degree for the housing shortage.

The investigations undertaken by the Committee, however,

soon led it to a realization that until the cost of coal could be reduced and profiteering in coal eliminated, the cost of building materials would necessarily be high; that until the cost of transportation of building materials could be reduced, restriction against this class of freight eliminated, rates reduced and speed of delivery facilitated, building materials would necessarily remain at a high price.

The disclosures made by the Committee with regard to profiteering in coal and the remedies recommended by the Committee for this situation have so occupied public attention that the more specific recommendations of the Committee with regard to meeting the housing shortage have to some extent been lost sight of by the general public.

Every person interested in the housing shortage and the methods of meeting it, should promptly avail himself of the Committee's report (Report No. 829, submitted March 2nd).

This report, after reciting the steps taken by the Committee and summarizing its preliminary report rendered in December, has this to say:

"It is the purpose of the present report to outline the Federal restrictions imposed on the construction industry since 1914; to review briefly the situation with regard to housing and construction in this country and abroad; to call attention to the effect of these conditions upon public health and morals and upon the industrial development of the country; and to emphasize the primary factors upon which the construction development of the country depends.

"These factors, it is believed, are, first, fuel; second, transportation; and, third, the direction of credit. It is evident that the efficiency and the cost of labor, as well as the resulting efficiency and the cost of the manufacture and fabrication of materials, are dependent upon continuity of operation, and that interruptions in the supply of transportation and fuel, or other interruptions, add to the cost of overhead and labor. It is also evident that the preferential use of credit for hoarding and speculation increases the cost of subsistence, and that combinations of capital or labor, or both, against public welfare thrive whenever credit is misdirected, transportation interrupted, power supply curtailed, and industrial continuity broken.

"Our experience with our shipping, railways, and public  
"utilities in fixing rates by the Government on the one hand  
"and in absorbing losses through funds raised from general  
"taxation on the other hand, do not form promising prece-  
"dents for fixing rentals on housing and for paying housing  
"subsidies from funds raised through general taxation.

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"The present cost of building a single habitation is in-  
"dicative of the cost of building a railway, a highway, a  
"waterway, or a public utility. For some time the prices  
"of buildings have been above the level that would bring  
"the prudent investor into the market. A striking example  
"of the general situation is found in the District of Columbia.  
"Here the average earnings of the Federal employee is in the  
"neighborhood of \$1,500. This provides the means for  
"the payment of rent on a habitation costing not more  
"than \$3,000. However, to provide a five-room dwelling,  
"whether an apartment or a single house, it has been costing  
"approximately \$5,000.

"In attempting to meet the housing problem, temporary  
"resort has been had to rent regulation and governmental  
"subsidy, which absorb the extra costs through funds raised  
"by general taxation. If society takes the line of least  
"resistance and attempts to absorb the increased cost, as  
"England is attempting to do, through bonuses and sub-  
"sidies, either in the original cost of the building or in rents,  
"the moral and economic standards of the country will be  
"lowered.

"It is an insult to the ingenuity and enterprise of the  
"American people to assume that structural and material  
"costs can not be satisfactorily reduced. If there is any-  
"thing in which the American people have confidence it is  
"in their own ingenuity and low-cost quantity production.  
"Why is it, then, that the ingenuity which has reduced the  
"cost of all mechanical appliances has not functioned during  
"the past two years and has not manifested itself to such an  
"extent in structural development as it formerly did in  
"mechanical development? . . .

"Three million idle men are now walking the streets while  
"the nation is suffering from a housing shortage, from inade-



“quate transportation facilities—railways, highways, and “waterways—and with untold energy from undeveloped “water power awaiting utilization.”

The report then takes up and discusses such topics as Governmental intervention in building; credit diversion; transportation; local regulations; the housing shortage in the United States; the effect upon health and morals of the housing shortage; housing conditions abroad, especially in Great Britain and France.

Under the topic, Coal, is discussed the 1920 situation; Government purchases; prices paid by public utilities; quality of coal; proof of excessive prices; responsibility for excessive prices; location of highest prices; influencing factors; need of information by the public; need of legislation.

Under the general topic of Transportation, the report discusses such topics as the effect of transportation restrictions on construction; transportation capacity and equipment; interchange of equipment; emergency provisions; effect of increased freight rates; waterways; highways (including the use of the motor truck); and public utilities.

Under the general topic of the Direction of Credit, the report discusses the topics of results of misdirection; domestic development paramount; trend of general prices and building prices; the necessity for normal building prices and proper use of long term deposits.

Under the topic of Taxation there is discussed the policy of exemption.

The question of Labor in Relation to the Construction Industry is very fully discussed under the topics of rates of pay and hours of work; labor efficiency; prevailing wage scales; the effect of the cost-plus system; present necessity of efficiency; recruiting of apprentices; effects of irregular employment.

Under the general topic of Materials and Building Operations there are discussed such questions as the causes and effect of high prices which are illustrated by a number of charts and diagrams; comparative freight rates; the need of current information; prices and production of lumber, brick, cement, etc., and the need of more continuous operation in the building industry.

The report concludes with recommending 10 proposed pieces

of legislation which may be summarized as follows and concerning which the report makes a full explanation:

"1. A bill to establish in the Department of Commerce a division for "the gathering and dissemination of information as to the best construction practices and methods, technical and cost data, and matters relating "to city planning, etc., in order to encourage standardization and improved "building practices throughout the country.

"2. A bill designed to provide for the gathering and publication by "existing governmental agencies of current facts as to production, distribution, available supplies, standards of quality, costs, and realization "of coal.

"3. An amendment to the transportation act directing the Interstate "Commerce Commission not to declare without hearings an emergency "which will give preference or priority in transportation.

"4. An amendment to the Federal reserve act to permit the Federal "Reserve Board to direct the use of savings and time deposits of national "banks for long-time loans, thus giving such deposits greater security "and supplying a source of long-term money for home building.

"5. A home loan bank bill to provide for district home loan banks "which may sell, under Federal supervision, bonds secured by the aggregated loans deposited by the member banks.

"6. An amendment, limited to five years, to the revenue act of 1918, "to provide for the exemption from excess-profits and income taxes of "the profits on the sales of dwelling houses where such profits, plus an "equal amount, are reinvested in dwelling house construction.

"7. An amendment to the revenue act of 1918 to exempt from taxation interest on loans up to \$40,000 on improved real estate used for "dwelling purposes, when such loans are held by an individual.

"8. An amendment to the revenue act of 1918, limiting the taxation "of profits from the sale of capital assets by providing for their taxation "as of the years of accrual rather than as of the year of their sale.

"9. An amendment to the revenue act of 1918 to limit the sur-tax "upon saved income to an amount not in excess of 20% of such income.

"10. An amendment to the postal savings law increasing the limitation on deposits as to amount and time, and authorizing the rates of "interest to be changed from time to time and providing for compensation of postmasters for the extra duties."

Bills to carry out these recommendations were introduced toward the close of the session of the 66th Congress, but like so many other important measures were not enacted owing to the great pressure of legislation in the closing days of that session. The recommendations of the Committee have been renewed in the Special Session of Congress convened on April 11th by President Harding and now in session.

In connection with that portion of the report which deals specifically with the housing shortage, after pointing out the

unreliability of existing statistics that are available with regard to building construction in the United States and showing the trend of development toward tenantry, the report states that the best estimates indicate that the shortage of dwelling accommodations during the past 6 years has increased to slightly over a million habitations and that if the rate of construction during the past 6 years should continue until 1926, the shortage would be in the neighborhood of two million habitations. The report points out in detail the decrease in residential construction in different regions of the country, adding that in the year 1920, the housing construction in the United States was but 37% of normal.

One of the striking and valuable parts of the report is that containing a memorandum from the Health Commissioners of the country, from cities having a population of 200,000 or more, who, at the call of Health Commissioner Royal S. Copeland of New York City, met in Detroit last fall and formulated a series of recommendations to this Committee. Among the statements made by the health officers of the country may be cited the following:

"1. In every city there is abnormal overcrowding. From 20 to 30% of the population of the cities studied is thus affected.

"2. These surveys show an average diminution of 80% in the normal volume of new buildings for residential purposes. This condition has continued for three years.

"3. As a result of the abnormal overcrowding, thousands of families are forced into insanitary and dangerous quarters. Health authorities are powerless because it is impossible to vacate such premises under present conditions. This usual legal remedy is useless to cope with the situation. It can not be used because there are no other and better places to which such families can remove.

"4. Overcrowding means close contact, and has resulted in a marked increase in the infant death rate. The relation of bad housing to child health is startling. Infant mortality is 50% higher in districts where there is the greatest overcrowding.

"5. Overcrowding has propagated and spread tuberculosis. This disease is at least twice as prevalent in overcrowded quarters as in areas of normal housing. Our records show



"that 80% of the tuberculosis patients are obliged to live at home. Overcrowding makes it impossible to segregate the patient and thus to protect other members of the family.

"6. All communicable diseases, especially those affecting the respiratory tract, are rapidly spread by overcrowding. Influenza and pneumonia are conspicuous examples of this evil. It is needless to mention the difficulty of controlling communicable diseases in the face of overcrowding, because of the impossibility of maintaining quarantine or isolation."

The committee sums up its report and prefaces its recommendations as to legislation with the following statement:

"The committee believes that, following the American custom, private enterprise must be depended upon to meet the crisis which has been outlined in this report. The Government is an organization to govern, not to build houses or operate mines or run railroads or banks. It is a Government for the general welfare of the people, however, and it should use its governmental powers to aid and encourage private enterprise. How those powers were used during the war to limit production of houses has been shown; they should now be applied to the new emergency by encouraging the citizens to provide decent habitations which will improve the health and lessen the discontent of the people."

## FIRST FRUITS OF CALDER COMMITTEE'S REPORT

According to dispatches from Washington, the Department of Commerce, under Mr. Hoover's administration, is taking steps toward forming a department or bureau to conserve the interests of the construction industries of the country. It is understood that the Department is not contemplating any grandiose scheme or any vast additional expenditure, but is quietly calling into cooperation and enlisting in the Department's service the public spirited aid of those men in the country who have special knowledge of the subject.

While the Department has not as yet made any official announcement of its purposes, it is understood that the work that

it has in contemplation is the reduction of the cost of construction through the elimination of unnecessary building code provisions which add nothing to safety or the protection of the community, but which do involve additional cost and waste of materials.

The Department also is seeking through standardization studies to find methods by which the cost of building can be materially reduced. Franklin T. Miller, expert in the building construction industry and special adviser to the Calder Committee, is associated with this work.

## LABOR AND HOUSING

The Lockwood Committee on Housing of the New York Legislature, under the guidance of Samuel Untermyer as its counsel, has turned the searchlight upon the dark corners of the building industry and has shown that in New York at least a shocking situation has existed for some time past by which there has been a corrupt understanding—practically a conspiracy in restraint of trade—between corrupt labor leaders and their followers on the one side and corrupt employers and their counsel on the other, by which prices have been fixed through a system of collusive bids and only favored contractors who would employ certain unionists for their work have been allowed to do any work in that city.

These unsavory revelations of the “unholy alliance” in the building trades in New York have shown in startling fashion one of the reasons for the present high cost of building, not so much in the building of dwellings for workingmen, as in the higher priced structures.

As a result of the work of the Lockwood Committee’s disclosures, two processions have already started to prison; one, of the labor leaders and their associates; the other, of contractors and their associates.

The services which the Lockwood Investigating Committee and Mr. Untermyer have rendered have not been confined to New York, but have been of very great benefit to the entire country.

As a result of these disclosures a similar Legislative Committee has recently been created by the Illinois Legislature under the

Chairmanship of John Dailey, and this committee is now at work in Chicago disclosing a state of affairs similar to that disclosed in New York, with, however, attendant elements of physical threats and destruction of property which did not characterize the New York situation.

What effect these disclosures will have upon the building industry is hard to say. The immediate effect of them has undoubtedly been to make capital more timid about investment in building at this time. Another effect has been to make labor more willing to consider reasonable terms of compensation and to increase output.

How vital this labor cost is as an element in the cost of the workingman's dwelling was pointed out recently by Grosvenor Atterbury, the well known New York architect, in a letter to the Press in which Mr. Atterbury had the following to say:

"In the interest of the laboring man and mechanic as bearing vitally on the problem of their housing I want to call public attention to certain obvious but apparently forgotten facts:

"The present so-called housing problem consists in the impossibility to-day of producing houses in which the really poor man can afford to live.

"By far the greatest item of cost in the production of such housing is the cost of the labor supplied by the poor man himself.

"By far the largest consumer of this housing is the same laboring man.

"Consequently it is to the advantage of the so-called labor class, above all others, to reduce this labor item provided that in so doing it gets more and not less housing for a day's work.

"This means that it is to its own selfish interest, quite aside from that of the general public, that its productivity be unhampered; that there be in its own case no restraint of trade.

"Yet in spite of these very obvious facts, the various housing investigations so far have almost wholly ignored the question of labor cost in house production.

"Of all the items that go to make up the price of the workingman's home—land, building labor and material, taxes, interest and profits—by far the largest is the cost of labor,



"the thing he supplies himself. It is over two-thirds of the cost of the house itself. It is four or five times the cost of the land, and many more times the cost chargeable to taxes, interest, profits of employers and owners—even with graft included.

"What the situation cries for is a trade union reformation. We should have membership on the basis of efficiency like the old guilds. We should substitute levelling up for levelling down, and in place of the slogan, 'An injury to one is the concern of all,' we should have 'The benefit of all is the concern of each one.'

"And the truth is that in the present so-called 'housing holdup,' in which the capitalistic owner is usually pictured as the object of attack, it is really the laboring man's own pocket that is being most successfully picked. And the problem is to clearly demonstrate who is doing it."

### WILL LABOR DO ITS PART?

It is hoped that organized labor will see the significance of these facts and appreciate the temper of the country and realize that labor cannot expect to keep its prices up when all other prices are coming down. If organized labor throughout the country would adopt the attitude adopted by the President of the St. Paul Trades and Labor Assembly, the cost of building workingmen's dwellings would soon come back to normal, or nearly normal.

In a public statement issued a few weeks ago the President of that labor organization had the following to say on this subject:

"Labor generally recognizes the fact that living costs have come down to some extent and we are anxious to do our share to expedite a return to a pre-war basis in business by accepting a reduction in pay. It is not believed that large reductions are warranted, however. All that is desired is an equitable adjustment, fair to all concerned. All labor wants is to have a part in conferences called to consider new wage scales."

### CONTROL OF RENT PROFITEERING

The most significant development of recent times in the field of the control of rent profiteering was the enactment by the

New York legislature at the Special Session held last September of certain new Rent Control laws. These supplemented a series of measures of similar purport enacted at the regular session in the winter of 1920, which experience in enforcing during a 6-months' period had shown needed correction along certain lines.

These laws did two things: They insured to tenants the right to hold over in occupancy in view of the shortage of housing accommodations in New York City and their inability to obtain suitable quarters elsewhere.

They also prohibited the charging of what might be termed an "unfair" rent, and gave a quick and ready tribunal in the lower civil courts (the Municipal Courts) to which a tenant could turn for redress, in the event of a landlord's seeking to increase his rent to a figure which the tenant considered unfair or unreasonable; placing upon the landlord the burden of proving that the rent was just and reasonable, in cases where the rent had been raised above the amount that had been paid a year before.

From the popular point of view these rent laws have proved a very great success. They have unquestionably succeeded in allaying an amount of discontent and friction which might have been fraught with serious consequences for the stability and good order of the city. On the other hand they have, naturally, given dissatisfaction to landlords, especially to those landlords who were profiteering and seeking to get "all that the traffic would bear."

That laws of this nature having such drastic effect would necessarily be tested in the courts was a foregone conclusion; and those landlords who most resented the action of the legislature in passing this legislation were rather inclined to minimize its bad effects, because of the secure confidence they had that the higher courts of the State would unquestionably declare the laws to be unconstitutional and void.

Since they were enacted a considerable number of actions have been started to test them. These finally have reached the highest state court, the New York Court of Appeals, and that court has recently handed down an epoch-making decision sustaining the laws at all points, as a legitimate exercise of the police power of the state and justified by the emergency which the legislature had declared to exist.

In a decision handed down under date of March 8th, 1921,

in 11 cases that were before it, on which both sides were represented most fully by learned counsel representing not only the parties at interest but many *amici curiae* as well, the Court of Appeals held that:

"Chapters 942, 944 and 947 of the Laws of 1920, enacted "at the extraordinary session of the Legislature convened in "September 1920, to deal with the emergency in the housing "situation in Greater New York, are constitutional.

"They do not impair unlawfully the obligations of contracts, nor deprive the landlord of his property without due "process of law, nor do they take private property for private "use without due compensation.

"The statutes are part of a comprehensive legislative "scheme, and to uphold the landlord's right to maintain "ejectment would disrupt the legislative design.

"Emergency laws in time of peace, while uncommon, "are not unknown, and whether there exists an emergency is "for the legislative power to determine.

"The legislative or police power is undefined in its scope "and 'takes private property or limits its use when great "public needs require, uncontrolled by the constitutional "requirement of due process.'

"Private contract rights must yield to the public welfare.'

"The suspension of possessory remedies does not impair the "jurisdiction of the Supreme Court in law and equity."

The following quotations from this important decision of Justice Cuthbert Pound's are given:

"These statutes, commonly and collectively known as the September "Housing Laws, include chapters 942-953 inclusive, but chapters 943, "945, 946, 948-953 inclusive are not directly before the court on this "appeal. The reason stated for their enactment is that within New York "City and contiguous counties an emergency in the housing situation had "arisen as a sequence of the activities of the World War and the astonishing growth of large cities whereby at the same time building had "stopped and the home-seeking population of the city had vastly increased; "dispossession proceedings, more than had ever been known before, were "pending to the number of upwards of 100,000; each proceeding practically involved a family averaging four or five persons. The demand "for homes thus became in excess of the supply; the landlords took "advantage of the situation to exact, under threats of eviction, whatever "exorbitant rents the necessities of the occasion would bring forth; "tenants offered themselves who would submit to such demands rather



"than take the chance of finding other places of abode. The Legislature "had investigated the situation through the agency of its joint committee; "the governor had called the Legislature in special session to deal with "the subject, although at its regular session in April it had passed what "are known as the April Housing Laws, dealing with the same subject, "which had failed substantially to relieve the existing conditions. While "the inadequacy of housing facilities in cities had become a matter of "world-wide concern, in the closely settled metropolis it was a problem "of the utmost gravity, calamitous in its possibilities. The Legislature, "unequal to the task of caring for all, decided to make the tenants in "possession a preferred class by staying until November 1, 1922, all pro- "ceedings to dispossess them, except for reasons hereinafter stated, so "long as they paid a 'reasonable rent,' which is the term used for a "statutory charge for use and occupation, to be ascertained judicially "through a method provided by the statutes.

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"Whether or not a public emergency existed was a question of fact, "debated and debatable, which addressed itself primarily to the Legis- "lature. That it existed, promised not to be presently self-curative "and called for action, appeared from public documents and from com- "mon knowledge and observation. If the law-making power on such "evidence has determined the existence of the emergency, and has in "the main dealt with it in a manner permitted by the constitutional "limitations upon legislative power so far as the same affect the class of "landlords who now challenge the statutes, the legislation should "be upheld.

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"The proposition is fundamental that private business may not be "regulated, and may not be converted into public business by legislative "fiat (*Producers' Transp. Co. v. RR. Comm.*, 251 U. S., 228). By the "application of this principle the Act of Congress known as the Ball Rent "Law, for the relief of tenants in the District of Columbia, applicable "to all rental property, was said to be unconstitutional by the Court of "Appeals of the district (*Hirsch v. Block*, 267 Fed. Rep., 614; certiorari "denied, 254 U. S.,—). The proposition is equally fundamental that the "state may establish regulations reasonably necessary to secure the gen- "eral welfare of the community by the exercise of its police power, although "the rights of private property are thereby curtailed and freedom of "contract is abridged (*Chicago, B. & Q. R'y v. Drainage Comm'rs*, 200 "U. S., 561; *Rast v. Van Deman*, 240 U. S., 342; *Am. Coal Mining Co. v. Special Coal & Food Commission*, 268 Fed. Rep., 563). The legis- "lative or police power is a dynamic agency, vague and undefined in its "scope, which takes private property or limits its use when great public "needs require, uncontrolled by the constitutional requirements of due "process. Either the rights of property and contract must when necessary "yield to the public convenience, advantage and welfare, or it must be "found that the state has surrendered one of the attributes of sovereignty "for which governments are founded and made itself powerless to secure

"to its citizens the blessings of freedom and to promote the general welfare.

"The first question to be considered arises under chapter 944, which provides that it shall be a defense to an action for rent accruing under an agreement therefor that such rent is unjust and unreasonable and the agreement to pay is oppressive. May the legislative power, in a season of exigency, consistently with the due process clauses of the state and federal constitutions designed to protect property rights, so invade the domain of private contract as to interfere with and regulate the right of a landlord to exact what he will for his own in the way of rent for private property?

"The landlord is a purveyor of a commodity—the vendor of space in which to shelter one's self and family. He has heretofore been permitted to make his own terms with his tenants, but that consideration is not conclusive. Unquestionably some taking of private property for the benefit of a class of individuals is the result of the housing laws. The free choice of tenants, the unlimited right to bargain, these are property rights which may not be affected unless a public advantage over and beyond such rights justifies legislative interference, but 'an ulterior public advantage may justify a comparatively insignificant taking of private property for what, in its immediate purpose, is a private use' (Noble State Bank v. Haskell, 219 U. S., 104, 110, 580). While in theory it may be said that the building of houses is not a monopolistic privilege, that houses are not public utilities like railroads, and that if the landlord turns one off another may take him in, that rents are fixed by economic rules and the market value is the reasonable value; that people often move from one city to another to secure better advantages; that no one is compelled to have a home in New York; that no crisis exists; that to call the legislation an exercise of the police power when it is plainly a taking of private property for private use and without compensation is a mere transfer of labels which does not affect the nature of the legislation, yet the Legislature has found that in practice the state of demand and supply is at present abnormal; that no one builds because it is unprofitable to build; that those who own seek the uttermost farthing from those who choose to live in New York and pay for the privilege rather than go elsewhere, and that profiteering and oppression have become general. It is with this condition and not with economic theory that the state has to deal in the existing emergency. The distinction between the power of eminent domain and the police power is often fine. In the main it depends on whether the thing is destroyed or is taken over for the public use. If property rights are here invaded, in a degree compensation therefor has been provided and possession is to be regained when such compensation remain unpaid. What is taken is the right to use one's property oppressively, and it is the destruction of that right that is contemplated and not the transfer thereof to the public use. The taking is therefore analogous to the abatement of a nuisance or to the establishment of building restrictions, and it is within the police power.

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"The field of regulation constantly widens into new regions. The question in a broad and definite sense is one of degree. As no similar legislation has been construed by the courts, precedent is of little value and may prove misleading. Formulas and phrases in earlier decisions are not controlling (*Hudson County Water Co. v. McCarter*, 209 U. S., 349, 355). English laws and decisions, based on the long-established practice of considering those in possession of agricultural and pastoral lands and small holdings under lease as having a kind of imperfect moral interest beyond their subsisting term, recognize the tenant right of renewal. But such laws do not aid us. They are the offspring of ancient and alien customs which were not transplanted to our soil with the common law. The supposed right of the tenant to remain on the land is not, in this state, recognized as a basis of property right. It is nothing but a chance. The crudest equities may, however, become powerful enough to make the tenant in possession the subject of protection by the law.

"Novelty is no argument against constitutionality. Changing economic conditions, temporary or permanent, may make necessary or beneficial the right of public regulation (*German Alliance Ins. Co. v. Kansas*, *supra*). Housing in normal times may be and often is a competitive business; landlords may in the lean years and in periods of oversupply be unable to secure a fair return on their investments. Competition will then regulate rents more effectively than legislation can. An historical justification of liberty of contract between landlord and tenant is not a demonstration that the system must survive every exigency. When it temporarily ceases to be adapted to the demands of the present it may be modified, if the best interests of society are thereby served. 'An earnest conflict of serious opinion' may arise as to the whether such interests have been wisely served or whether the legislation is anything more than another example of misdirected zeal in dealing with a crisis. But that argument does not address itself to the court. 'The scope of judicial inquiry in deciding the question of *power* is not to be confused with the scope of legislative considerations in dealing with the matter of *policy*' (*Chicago, B. & Q. RR. v. McGuire*, 219 U. S., 549, 569; *German Alliance Ins. Co. v. Kansas*, *supra*). The objection to chapter 944 that when it temporarily fixes reasonableness as the standard of rent in order to prevent oppression it deprives the landlords of property without due process of law, seems untenable when tested by the principles above stated.

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"Curative action is needed. While some may question whether it may be said without exaggeration that these enactments promote the public health or morals or safety, they do in a measurable degree promote the convenience of many, which is the public convenience, and the public welfare and advantage in the face of the extraordinary and unforeseen public exigency which the Legislature has, on sufficient evidence, found to exist.

"The conclusion is, in the light of present theories of the police power, that the state may regulate a business, however honest in itself, if it is or may become an instrument of widespread oppression (*People v.*



"Beakes Dairy Co., supra, and cases cited; *Payne v. Kansas*, 248 U. S., "112); that the business of renting homes in the City of New York is "emergently such an instrument and has therefore become subject to "control by the public for the common good; that the regulation of rents "and the suspension of possessory remedies so far tend to accomplish the "purpose as to supervene the constitutional inhibitions relied upon to "defeat the laws before us (*Brown Holding Co. v. Feldman*,—Fed. Rep.,—)."

It is not an exaggeration to say that not even the most ardent advocates of this legislation expected or had hoped in their heart of hearts that the New York Court of Appeals would so sweepingly sustain legislation of this character, or take the advanced ground that they did take in this decision. With this decision the criticism which has attached to the courts for so many years past, that they have invaded the legislative power, must completely disappear.

Even in the face of this sweeping decision the landlords have still clung to the hope that the United States Supreme Court would take a different view of the situation. But this last resource has been swept from them under the decision handed down by the United States Supreme Court on April 18th, where, by a divided bench of 5 to 4, the highest court in the land sustained the New York legislation.

All students of housing and all those interested in rent control legislation in other states should promptly obtain copies of the New York Rent Laws and of these two literally epoch-making decisions (the decision of the New York State Court of Appeals will be found reported in the New York Law Journal, issue of March 15, 1921; that of the U. S. Supreme Court in the New York Law Journal, issue of April 23, 1921).

## WHAT IS A FAIR RENTAL?

An interesting 4-page leaflet bearing this title and attempting to answer this question was issued not long ago by the Housing Company of Boston giving the results obtained from studies made by its Research Department. This pamphlet points out that instead of a gross rental of 10%, which in past years experienced realtors considered necessary to get from dwelling house property in order to obtain a return of 6% net on the investment, today a gross rental of 13% and more often 15% is necessary to return a yield that is at all remunerative.

## TAX EXEMPTION TO STIMULATE BUILDING

Last Fall when the New York legislature was called in Special Session by the Governor to deal with the housing situation which then existed, caused by the threatened eviction of hundreds of thousands of tenants upon the expiration of their leases on October first, one of the measures which the legislature enacted in order to stimulate the construction of new dwelling houses in New York City was a bill granting to local authorities throughout the state the power to exempt from local taxation until January first, 1932, new dwellings erected in future.

This exemption was, however, by the terms of the act limited to buildings used for dwelling purposes exclusively, of which the construction either must have been completed since April first, 1920, or if not completed by that time, must be commenced before April first, 1922, and completed within two years after commencement. If under construction at the time the act took effect, the dwellings were required to be completed within two years after that time.

In New York City, before exemption could be effective, the action of the legislative body (Board of Aldermen) was required to have the approval also of the Board of Estimate and Apportionment.

This act became a law on September 27th, last, and ever since then, until February 15th, the proposal has been a football of politics in New York City. The aldermen hesitated, torn between the fear of the opposition which might attach to their political fortunes from tenants, who might be made to believe that landlords were being favored by having their taxes exempted for a 10-year period; and, on the other hand, the desire to reap the political advantage that would accrue from landlords, real estate and financial interests by the passage of such a measure.

After months of discussion and prodding by various civic bodies, the aldermen finally composed their fears and on February 15th, by a vote of 40 to 27, adopted a tax exemption ordinance. After further consideration and various public hearings this action was ratified by the Board of Estimate and Apportionment on February 25th.

The ordinance in question exempts from local taxation for a 10-year period dwellings erected between April first, 1920, and April first, 1922, to the amount of \$5,000 for each separate family

dwelling, whether a single family house or a part of a two-family or three-family house. In the case of apartments and tenement houses the exemption applies at the rate of \$1,000 a room up to 5 rooms, the period of exemption to run from the date of occupancy.

It will thus be seen that the builders of highclass apartment houses, or any apartment houses in which the suites exceed 5 rooms in number, will not profit by this exemption.

While it is somewhat early to attempt to assess the value of this scheme to encourage building, it is evident from the building plans that have already been filed that it has had the effect of materially stimulating new construction.

Henry H. Curran, Borough President of Manhattan, who sponsored the ordinance, in a public statement dated April 30, reviewing the effect of the ordinance said:

"There has been a steady growth in the number of apartments planned every week since the passage of the tax exemption ordinance, the greatest increase having taken place during the past week, when plans were filed to take care of 660 families in apartment houses, as against 44 families provided for in the same week a year ago.

"The records show that during the last 8 weeks the plans call for the accommodation of 2,733 families, compared with apartments for 493 families, planned a year ago, an increase of 454 per cent.

"The average cost of the new apartments is \$4,689, and they are all designed to fall within the \$5,000 limit of the tax exemption ordinance. These apartments represent homes of people of moderate means and they will rent at reasonable figures, it is expected.

"In making public the figures Mr. Curran appealed to those with money to lend on first and second mortgage to come to the aid of the builders now in an effort to solve the housing problem in New York City in the shortest possible time.

"For the first time in four years there are signs of a general building of apartment houses in New York City," he said. "While the volume of homes that result from apartment house building on any substantial scale is essential to early relief, the better form of housing provided for in the little one and two-family houses is still in full swing. Plans filed



"for this type of dwelling during the first eight weeks since  
"tax exemption will take care of 4,013 families as against  
"3,196 families for the same period a year ago, an increase of  
"26%. The most casual inspection will show that these  
"little houses, that come nearer to being a home than  
"any flat that was ever built, are springing up all over the  
"city.

"The total number of families taken care of in plans filed  
"since Feb. 25 for all types of homes is 6,746 as against  
"3,689 for the same period a year ago, an increase of 83%.  
"The good effects of tax exemption are progressive, for this  
"year's total increases over the same period a year ago were  
"61% at the end of the first two weeks, 76% at the end of  
"the first five weeks and now 83% at the end of the first  
"eight weeks.

"These figures prove beyond dispute that homes are  
"being built in New York today. The only question is, How  
"soon shall we have enough of them to relieve the distress  
"that still exists from the shortage of homes. The answer  
"rests with those who can lend money on first and second  
"mortgage. I hope that those who possess capital will  
"liberally finance the builder who is doing his bit by going  
"ahead. I hope they will also lend money freely to those of  
"our people who are so courageously undertaking to build,  
"own and live in their own little homes."

In a similar public statement Edward A. MacDougall, President of the Queensboro Corporation, who had been one of the active sponsors of the tax exemption ordinance, estimated the saving as follows:

"The exemption would mean the saving to a family buying  
"a one-family house or an apartment, where the exemption  
"equalled the full assessed value of the premises, of \$10 per  
"month on a 5-room apartment, or in 10 years a total saving  
"on taxes of \$1,425 which if capitalized at 6% would equal  
"about 38% of the assessed valuation of the improvement.  
"This would be a very substantial saving to the family  
"anxious to secure a home, and should result in a very active  
"market this year for co-operative apartments and moderate-  
"priced homes."

## BUSINESS MEN AND HOUSING

The United States Chamber of Commerce, moved by the shortage of houses and the stagnation of the building industry all over the United States, has recently taken up housing. A Civic Development Department of the Chamber was constituted last fall and this Department has recently been organized with John Ihlder, former Secretary of the Philadelphia Housing Association, at its head as Manager.

A 2-day conference of the National Councillors of the Chamber, devoted largely to a discussion of the present housing situation, was held in Washington the latter part of January. Among other resolutions the following were adopted:

### I

"WHEREAS, there exists a serious housing shortage in the United States, and

"WHEREAS, such a shortage constitutes a grave menace to the physical health and moral well-being of the American people, conduces to discontent and unrest and will, if long continued, lead to lessened efficiency and productivity, and

"WHEREAS, providing and maintaining an adequate supply of good dwellings is essentially a business function,

"THEREFORE, BE IT RESOLVED, that we, as representatives of American business, urge that each constituent member organization of the Chamber of Commerce of the United States in co-operation with the National Chamber

"1. Make, or cause to be made, a thorough study of the situation in its own community which will bring out the facts as to house overcrowding, erection of unfit houses and changes in house plans or construction that tend to rob the dwelling of its character as a home.

"2. Based upon the results of such study adopt a constructive program designed to secure adequate and wholesome housing for all the people.

"3. Set minimum standards for light, ventilation, water supply, sanitation and proper construction and maintenance for all dwellings; and take such action as may be necessary to make its conclusions effective.

### II

"WHEREAS, excessive costs constitute the greatest single obstacle to a resumption of construction,

"THEREFORE, BE IT RESOLVED, that we call upon all persons engaged in the business of manufacturing building materials of every class and character, as well as upon builders and contractors, to exert their utmost efforts to the end that conditions are brought about which will result in immediate reductions in costs of construction.

"That we call upon the retailers and distributors of building materials to do their full share in meeting the demand of the people for cheaper building materials. That we call upon labor engaged not only in the construction industry, itself, but in the making of the great variety of materials of all kinds entering into construction, to do its full share, to the end that labor costs which constitute so large a proportion of the total cost of raw materials and of building, may decline to a point where it will be possible to proceed with construction which is so essential to the health, comfort, and well-being of all the people.

"That the Chamber of Commerce of the United States make such study of the housing problem, including costs of materials and labor entering into house construction as will locate the responsibility for excessive costs, and publish its findings so that all may know where the responsibility lies.

### III

"WHEREAS, investigations have disclosed the existence of illegal combinations in the building industry which tend to increase prices and restrict output,

"THEREFORE, BE IT RESOLVED, that we pledge our support to those who are bringing the facts to light, and

"That we urge the continuance of investigations and the punishment of those guilty of illegal combinations between employers' organizations, labor organizations, or between organizations of employers and of labor.

### IV

"WHEREAS, the housing shortage is of such far reaching effect, and

"WHEREAS, many of the proposed remedies submitted for our consideration are so technical and involve so many interests that we can not give them proper consideration at this time,

"THEREFORE, BE IT RESOLVED, that the Board of Directors of the Chamber of Commerce of the United States be requested to consider through its appropriate departments the questions involved in the housing situation and report the findings to the membership when appropriate."

At this meeting the delegates received in pamphlet form the result of a questionnaire sent out by the Chamber to 226 local Chambers of Commerce asking for information with reference to the formation, organization and accomplishments of improved housing companies. The results of this questionnaire show the following facts:

Fifty-seven housing and financing companies have started or completed the building of 5,714 houses and made plans for building 1,000 more. From 50 cities answers came that no company has been created but that in many of them the chamber of



commerce has in various ways encouraged and facilitated private building.

Thirty-one of the companies reporting found difficulty in securing building materials. Seventeen report no difficulty. Many report price reduction during the past few weeks; 33 expect reductions in the spring; 5 are doubtful, and 8 do not anticipate any reduction. Those who do not anticipate reductions belong to no one section of the country. No great optimism is discernible in the reports about price reductions for the next few years, a small majority being doubtful or not anticipating much price relief.

On the whole the companies have been able to secure plenty of labor; 10 report trouble but of these 3 do not anticipate future trouble even under doubled or trebled production. Twenty companies report no reduction in wages while 27 say there has been or there will be reduction in the wages of common labor at least. Considerable optimism is shown in reporting on labor becoming more efficient and steady on the job.

Those companies which completed their homes late in 1920 have, as a rule, experienced difficulty in disposing of them, chiefly because of the belief on the part of prospective buyers that the high cost of houses can not be maintained in a falling market for building material and because the "slack" in employment prevents many from buying. Some companies are willing to sell immediately at a sacrifice, others anticipate only a temporary "slump" and are holding the houses or renting them awaiting sales.

## AN ARCHITECT SPOKESMAN FOR LABOR

One of the most interesting developments in connection with Labor's relation to housing and architecture has been the selection by the Associated Building Trades of Philadelphia, representing nearly 50,000 workers and 19 different labor unions in the American Federation of Labor, of D. Knickerbacker Boyd, Architect and Structural Standardist, as the official spokesman for their organization.

Mr. Boyd has already brought about a marked change in the attitude of the public toward Organized Labor in Philadelphia and through his constant emphasis of the desirability of Labor's considering something more than its own immediate advantage

found in higher wages and shorter hours, is doing much to aid the cause of Labor, not only in his own city of Philadelphia, but throughout the country.

Following the example of the Associated Building Trades, the United Brotherhood of Carpenters and Joiners, comprising some 12,000 members in Philadelphia and vicinity, not long ago also invited Mr. Boyd to act as their spokesman.

## TRAINING THE YOUNG IDEA HOW TO PLAN

A striking object lesson of the value of beginning with the future generation at an early age is found in the work of the Johnstown Planning Commission of Johnstown, Pa. Due to the enthusiasm and intelligent effort of Mr. Leo J. Buettner, the efficient Secretary of the Commission, the school children of Johnstown have been stimulated to an extreme degree in the understanding of town planning as applied to their community. At the Commencement exercises of the 1920  $\frac{1}{2}$  graduating class of the grammar schools of Johnstown held in January, 6 boys and 6 girls between the ages of 12 and 15 discussed with forcible argument reasons why the report of the City Planning Commission should be adopted. As put by one observer, the children of Johnstown said in effect to the taxpayers and officials of the municipal government: "If you don't grasp the opportunity to improve Johnstown and give it the place it deserves among the cities of the country, we will." Both boys and girls participated in this extremely interesting demonstration of the possibilities involved in training the future generation to proper ideals of city life. Among the subjects discussed were: "The Planning Commission and Its Jurisdiction," "The Plan As a Whole," "Thoroughfares," "Rivers and Bridges," "Parks and Playgrounds," "Municipal Buildings."

A most interesting presentation of the addresses delivered by these young people was printed in the Johnstown Daily Democrat on January 21st, practically an entire page of that issue being devoted to this discussion.

The example set by Johnstown should be copied in every community throughout the United States. Persons interested in following Johnstown's example will, we feel sure, receive most practical help and information from Mr. Buettner.

## "HOUSE WANTED"

### First Week

House Wanted! Must be large and fine,  
With hardwood floors and closets deep;  
Must get the early morn sunshine;  
The rent of same must not be steep;  
Not over twenty bucks I'll pay.  
It must be up-to-date and neat,  
And elegant in every way—  
Address J. P., 10 Umpty Street.

### Second Week

House wanted! Bungalow will do,  
Providing it is nice and clean;  
I might pay twenty-five, if new,  
With a garage for my machine.  
I want a lawn both front and rear,  
With flowers, plants and furnace heat  
And with a store and schoolhouse near—  
Address J. P., 10 Umpty Street.

### Third Week

House Wanted! In some quiet place  
Where forty bones will rent the joint;  
I might cut down on closet space  
And sacrifice some other point.  
I do not care about a lawn;  
Most any house would be a treat;  
If you have one that isn't gone,  
Address J. P., 10 Umpty Street.

### Fourth Week

House Wanted! Never mind the price!  
To find one everywhere I've tried!  
The rent of it will cut no ice  
If only I may move inside!  
The roof may leak—and never mind  
If there are some things not complete;  
Just write, if you will be so kind—  
Address J. P., 10 Umpty Street.

### Fifth Week

House Wanted! Any kind or size!  
A mansion or a cottage goes!  
'Twould be a treat for tired eyes,  
If you've a shack you can disclose.  
Just name the price you want for it.  
I'll rush the check with flying feet.  
And never, never kick a bit—  
Address J. P., 10 Umpty Street.

—E. A. Brinstool, in Rocky Mountain Times



## AN IMPORTANT OPINION ON ZONING

The State of Massachusetts has a practice with regard to its judicial procedure which might well be copied by other states,—it has many other things that might well be copied by other states. We refer in this case to the practice by which when legislation is pending about which there is some doubt as to its constitutionality, it is possible to refer the question to the Supreme Judicial Court and obtain an expression of opinion on the constitutionality of the pending legislation before it is enacted into law.

An interesting illustration of the way in which this scheme works is to be found in the opinion handed down by the Supreme Judicial Court last April in connection with a Zoning bill that was pending in the Massachusetts Legislature at that time.

Being asked by the House of Representatives for an opinion as to the constitutionality of the proposed legislation, the Court rendered a most comprehensive and valuable opinion on the subject which will prove a bulwark of strength to all persons seeking Zoning legislation throughout the country. This opinion will be found set forth in House Document 1774 of 1920, and can be obtained (unless out of print) by writing to the Clerk of the House of Representatives at the State House at Boston.

In this opinion the Court sweepingly sustained the Zoning laws that have been enacted in the country and advised the legislature that the proposed bill was quite constitutional, although it expressed some doubt as to one feature of it where the elements of aesthetic considerations entered. On this subject the Court had the following to say:

“If attention could under the statute be directed to that factor alone (aesthetic considerations), a different question would be presented which is not involved in the present order and which we do not need now to discuss. We interpret the words of section 2, however, as requiring consideration in due proportion of all the elements there named. Enhancement of the artistic attractiveness of the city or town can be considered in exercising the power conferred by the proposed act only when the dominant aim in respect to the establishment of districts based on use and construction of buildings has primary regard to other factors lawfully within the scope of the police power; and then it can be considered, not as the main purpose to be attained,

“but only as subservient to another or other main ends  
“recognized as sufficient under Amendment LX and the  
“general principles governing the exercise of the police power.”

Every person interested in Zoning should obtain a copy of this important opinion.

## WASHINGTON'S ZONING ORDINANCE

The District of Columbia officially adopted a Zoning Plan last August as a result of many months of careful consideration of the questions involved. The Washington Zoning scheme comprises four use districts—residential, first commercial, second commercial, and industrial; four height districts with the following limitations of height in each—35 feet, 55 feet, 85 feet, 110 feet; and four area districts. The plan was developed by the Zoning Commission of which Dr. C. W. Kutz, Engineer Commissioner of the District was Chairman, and the other members—Louis Brownlow, District Commissioner; Colonel C. S. Ridley, Superintendent of Public Buildings and Grounds of the District; Elliot Woods, Superintendent of the U. S. Capitol Buildings and Grounds; Major Roger G. Powell, Assistant Engineer Commissioner of the District and Major Carey Brown, Assistant Engineer Commissioner. Harland Bartholomew, Town Planner of St. Louis, was consultant.

## INDIANA PASSES ZONING LAW

The Indiana Legislature distinguished itself not only by reversing itself and recalling a reactionary amendment to the tenement house law that had slipped through, but by passing a constructive enabling act permitting the cities of the state to enact zoning ordinances; a thorough-going enabling act of this nature was passed at the session recently brought to a close.

At the same session an act providing for the creation of City Plan Commissions in cities of all classes was also adopted.

## EXCLUSION OF APARTMENT HOUSES FROM PRIVATE RESIDENCE DISTRICTS

What may well be termed a landmark in the progress of the Zoning movement is found in the decision handed down by Judge

Kramer of the Court of Common Pleas of Cuyahoga County, Ohio, in what is known as the East Cleveland Zoning case.

One of the difficult questions that previous court decisions have left to a large extent untouched and about which there has been some doubt in the minds of leaders in the Zoning movement, has been whether it was possible under the police power to exclude tenement houses, apartment houses and similar multiple dwellings from private residence districts. Some of the leaders in the Zoning movement, though recognizing the great desirability of such a scheme of exclusion, have hitherto feared that the courts might not sustain legislation of this kind.

Now comes this vitally important decision of this Ohio court in which this question was squarely at issue. Judge Kramer in his decision has this to say on this important phase of Zoning regulations:

"It would seem that there could be no two opinions upon the proposition that the apartment house, or tenement, in a section of private residences, is a nuisance to those in its immediate vicinity. Under the evidence, and as a matter of common knowledge, of which the court may take judicial notice (16 Cyc. 582), it shuts off the light and air from its neighbors, it invades their privacy, it spreads smoke and soot throughout the neighborhood. The noise of constant deliveries is almost continuous. The fire hazard is recognized to be increased. The number of people passing in and out render immoral practices therein more difficult of detection and suppression. The light, air and ventilation are necessarily limited, from the nature of its construction. The danger of the spread of infectious disease is undoubtedly increased, however little, where a number of families use a common hallway and common front and rear stairways.

"The erection of one apartment house in a district of private homes would seriously affect only those persons living in the immediate vicinity thereof, but the common experience is that the erection of one apartment drives out the single residences adjacent thereto, to make way for more apartments. The result is that, in time, and not a very great time, when one apartment is erected the whole street is given over largely to apartment houses.

"With the growth of its population, it appears to be practically certain that unless restricted, the greater part of East Cleveland will be built up with apartments, and the home owners must choose either to adopt apartment life or abandon their depreciated property and move out of the city or into its more remote parts.

"If the claim of the relator here is sound, a city of private homes, grass plots, trees and open spaces, with the civic pride and quality of citizenship which is usually found in such circumstances, is powerless to protect itself against the obliteration of its private residence districts, by apartments, which shut out the sun and sky from its streets and one



"another, and are generally owned by those whose greatest interest is in "the revenue that the building will produce. If such is the law, it must "be conceded that it is unfortunate.

"The apartment house is, for many, a desirable convenience, and, for "some, a necessity. They are a recognized necessity in cities of any size. "Their erection should not be prohibited, and under this ordinance are "not prohibited. Private residences, with yards for play spaces, with "grass, trees and flowers, are necessities for people with children, and as "much a convenience to the people without children who take an old- "fashioned pride in owning their homes, as is the apartment to those who "are willing to accept its restrictions, for its compensatory freedom from "responsibilities. It is at least as important to the community to pre- "serve the private home for this class as it is to provide the apartment "for the first. Under this zoning ordinance the private home is pre- "served and the apartment is provided.

"It seems eminently fair to restrict the apartment builder to a limited "area, where his use of his property will do the least damage to others "and to the community. The necessities or convenience of those who "live in them will be served thus with the least sacrifice of the necessities "and conveniences of others. Whatever of the burden arising from "apartments there is will be borne by those whose purposes they serve, "and not shifted to the other property owners of the city to make their "property unfit for use as homes.

"This court is therefore of the opinion, first, that the ordinance here "in question is a valid exercise of the police power by the city of East "Cleveland, under the authority of its charter; second, that it has not "been shown that the classifications made under this ordinance are un- "reasonable, arbitrary, discriminatory and not uniform in operation."

Those interested in the full text of this important decision will find it reported in the Ohio Law Reporter, issue of August 23, 1920, pages 549-564.

## CIVIC TOUR OF EUROPE CONTEMPLATED

If a sufficient number of Americans indicate their desire to make a civic tour of the leading cities of Europe, John Nolen, the Town Planner, has agreed to head such a tour which will devote special attention to the Garden Villages of England and Europe, and will study Housing and Town Planning both in England and on the Continent. Those wishing to go on this tour can obtain full information from A. E. Bailey, 65 Franklin Street, Boston, Mass.

## REALTORS ESTABLISH RESEARCH AND INFORMATION BUREAU

A step recently taken by the National Association of Real Estate Boards which is bound to result in much benefit to real estate and to the whole country, was the establishment of a Bureau of Research and Information in Washington with Robert B. Armstrong at its head. Mr. Armstrong is an experienced publicist, was Assistant Secretary of the Treasury under Leslie M. Shaw, was for years a prominent member of the Los Angeles Realty Board and is now special representative in Washington of various prominent newspapers.

The Bureau thus established is to be strictly a bureau of information and is not in any sense for purposes of lobbying. In this Bureau it will be possible for any realtor in the country (and presumably for others) to get in touch at once with all bills originating in Congress and obtain information about similar measures pending in the various state legislatures. The Bureau wants to serve as a real bureau of information on all phases of real estate questions.

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## DEATH OF A LEADER

The sudden and tragic death a few months ago of Alfred T. White at the age of 75 through drowning while out skating removes from the field of housing reform one of its earliest leaders.

Mr. White was the first person in America to demonstrate successfully the advantages of model tenements. In 1877, 44 years ago, Mr. White, having seen the model tenements of London, became imbued with the idea that the best way in which he could benefit the working people of his own city of Brooklyn was by providing them with decent, comfortable homes. He accordingly built his well-known "Home Buildings" in Brooklyn, upon plans similar to those of the Improved Industrial Dwellings Company of London, and one year later, directly opposite, built an entire block of similar model tenements, with a large park or courtyard in the centre. From the time they were built these tenements have always been a success, both socially and finan-

cially. Wide publicity was given to this extraordinarily successful experiment of Mr. White's, the result being that great interest was stimulated in the tenement house problem.

In 1890 Mr. White completed his second group of buildings known as the Riverside Buildings in which he made many improvements over the earlier group. These stand today, though built 30 years ago, as excellent examples of desirable types of housing for the lower paid workers in a large city.

The interest which Mr. White expressed in those early years in the building of model tenement houses was by no means confined to that one activity; for, he became shortly after a dominant factor in securing the enactment of adequate tenement house laws, both for his own city of Brooklyn and for the neighboring city of New York.

Since that time Mr. White has been one of the leaders in the cause of housing reform in America. He was a member of the de Forest Tenement House Commission appointed by Governor Roosevelt in 1900, from which resulted the epoch-making New York Tenement House Law of 1901 and the creation of the New York City Tenement House Department in 1902. At the day of his death he was a member of the Tenement House Committee of the Charity Organization Society, in New York and of the similar committee of his own Brooklyn Bureau of Charities of which he had been President and leading spirit for so many years. As a member of the Board of Directors of the Russell Sage Foundation he became a factor in the aid which that Foundation has given since its inception to the cause of housing, both locally and nationally.



## SETTLEMENT WORKERS STUDY HOUSING

The National Federation of Settlements at its meeting held last fall appointed the following committee to study the housing problem in the United States and to undertake whatever practical measures might be wise to help increase the supply of housing accommodations: Miss Lilian D. Wald, Nurses' Settlement, New York City, Chairman; Miss Harriet Vittum of the Chicago Woman's Club and Chicago Housing Council; Mrs. Eva White of Boston; Mr. Charles C. Cooper of Pittsburgh; Mr. J. P. S.



Neleigh of Washington; Bruno Lasker of the Survey, of New York.

## ROOM OVERCROWDING AND MORALITY

One serious effect of the housing shortage which has not had sufficient public attention has been the increase in illegitimate births due to promiscuity of living.

In connection with the health survey of the City of Cleveland carried on last fall, Dr. H. L. Rockwood, Health Commissioner of Cleveland, is quoted as saying that returns for the first six months of 1920 show a 100% increase in the number of illegitimate births in Cleveland registered in his Department, as compared with similar figures for the same period of the year preceding, adding that the increase would in all probability be greater if birth registrations rated the 100% standard in Cleveland.

## DEVELOPMENT OF THE SMALL HOUSE SERVICE BUREAU IDEA

It is reported that the Board of Directors of the Illinois Society of Architects, following the example set them by their Minnesota brethren, have recently decided to incorporate the Illinois Architects' Small House Service Bureau. Charles H. Hammond of 64 East Van Buren Street, Chicago, is Chairman of the Special Committee of the Board having this matter in charge.

## VOLUME ONE, "HOUSING PROBLEMS IN AMERICA" WANTED FOR ENGLAND

Any member of the Association who possesses a copy of "Housing Problems in America," Vol. 1, will confer a favor upon the Garden Cities and Town Planning Association of England by making that copy available for the library of that organization to complete their set. In that case will he kindly send it to the office of the National Housing Association which will be glad to reimburse him to the extent of \$1.50.

## OVERCROWDING IN NEW YORK

The results of a number of investigations made by the Health Department of New York of which Dr. Royal S. Copeland is Commissioner, have recently been presented in the Monthly Bulletin of the Department for February, 1921, under the title of "The Housing Situation in the City of New York."

Students of the housing question and persons interested in the extent of room overcrowding caused by the present housing shortage will find much material in this report that will be of interest and value to them. Dr. Copeland has been unusually vigilant in the housing situation and deserves the thanks of the community for his constant interest and the way in which he has repeatedly warned the public of the dangers involved in the situation.

## LOUISIANA APPOINTS HOUSING COMMISSION

At the last session of the General Assembly of Louisiana, legislation was enacted authorizing the appointment of a State Housing Commission. Morgan D. E. Hite, Architect of New Orleans, has been made Chairman of this commission. Other members are: Charles deB. Claiborne, representing the New Orleans Clearing House Association; C. C. Friedrichs, Attorney, representing the Louisiana Bar Association; Moise H. Goldstein, Architect, representing the Louisiana Chapter, American Institute of Architects; Warren Kearny, representing the New Orleans Boards of Trade; Frank M. Kerr, representing the State Board of Engineers; Richard McCarthy, representing the General Contractors' Association; George W. Moore, representing the Carpenters' Union; H. S. Siener, representing the Louisiana State Homestead Association.

The Commission has recently held its initial meeting and has begun to organize for the very great task which confronts it. For, unlike other commissions, it is faced, not with a single problem but with many problems. Six standing sub-committees covering the different phases of the work have been appointed as follows:

A State Survey Committee, Richard McCarthy, Chairman. This committee is to report on the housing situation in Shreve-

port, Baton Rouge, Alexandria, Lake Charles and Monroe. The Chairman of the State Survey Committee is to personally inspect the first three cities and surveys are to be made in typical sections, where possible.

A Fair Rent Committee, Charles deB. Clairborne, Chairman. This committee is to make an economic study of the situation, to find out a proper basis for a fair or reasonable rent. The committee it is expected will subpoena witnesses and take testimony and grapple with the difficult rent problem.

A City Survey Committee, H. S. Siener, Chairman. To this committee has been entrusted the task of making a survey and study of the housing situation in New Orleans.

A Legislative Committee, C. C. Friedrichs, Chairman. Upon the shoulders of this committee has been placed the task of deciding whether it shall make recommendations for inclusion in the new constitution or whether its recommendations can be made effective through legislative enactments, local ordinances and through the ordinary exercise of the state's police power. The important subject of stimulating new construction through tax exemption of new buildings is to be taken up by the committee in question. It is also to consider how far the police power can be used to prevent unsanitary and improper conditions in the housing of the people.

In addition there is a Finance Committee, Warren Kearny, Chairman. This committee is to undertake a study of the financial questions involved in the present housing situation.

And finally, a Labor Survey Committee of which George W. Moore is Chairman, is to consider the conditions which exist among organized labor in New Orleans, the degree to which standards of housing have been raised recently, the present overcrowding, if any, the extent to which the population is of a transient character as well as the potential ability or desire of workers to own their homes.

It will be seen from the above that the Commission has at the very outset approached its task in a comprehensive and statesmanlike manner. From the efforts that it will make, much good should result to the future welfare of Louisiana.



## PENNSYLVANIA'S PROPOSED HOUSING CODE\*

A committee of 14 men from various sections of the state, representing the architectural and engineering professions, housing associations and the large industrial interests having housing departments, selected by the Pennsylvania State Chamber of Commerce, have been engaged since last May, in drafting a housing code for the state of Pennsylvania, except Philadelphia (cities of the first class), which has a separate housing and sanitary code.

This committee was composed as follows:

C. L. Woolridge, Chairman; Leonard P. Fox, Secretary; F. R. Babcock, Pittsburgh, Penn., Chairman, Housing Committee, Pennsylvania State Chamber of Commerce, Lumber Manufacturer; Henry Boettcher, Lancaster, Penn., Architect, In charge of housing for the Armstrong Cork Company; Clifford B. Connelley, Harrisburg, Penn., Comm'n of Labor and Industry, Commonwealth of Pennsylvania; B. A. Halderman, Harrisburg, Pa., Chief of Division of City Planning, Bureau of Municipalities, Commonwealth of Pennsylvania; John Ihlder, Philadelphia, Pa., Managing Director and Secretary of Phila. Housing Association; Charles T. Ingham, Pittsburgh, Pa., Architect, Member of Pittsburgh Building Code Comm'n; M. B. Medary, Jr., Phila., Pa., Architect, Member of United States Housing Corporation, Washington, D. C.; W. E. Miller, Pittsburgh, Pa., Attorney, Legal Department of Westinghouse Electric & Manufacturing Company; John Molitor, Harrisburg, Pa., Architect, Chief of Bureau of Housing, Department of Health, Commonwealth of Pa.; Bernard J. Newman, Phila., Pa., Managing Director, Phila. Housing Association; George H. Schwan, Pittsburgh, Pa., Architect, Member of Industrial Housing Associates, Phila., Pa.; R. H. Stevens, Phila., Pa., Engineer in charge of housing for the Midvale Steel & Ordnance Company; H. R. Walters, Bethlehem, Pa., Real Estate Agent in charge of housing for the Bethlehem Steel Co.; C. L. Woolridge, Pittsburgh, Pa., General Superintendent, Carnegie Land Company, In charge of housing for Carnegie Steel Company.

The new housing code, which was introduced in the legislature on March 17th, by Representative Edmonds of Philadelphia, is supplemental to the Act of July 24, 1913, and enlarges its scope and defines the requirements for light, ventilation, sanitation, construction, alteration, improvement and occupancy of all buildings used for dwelling purposes.

It gives Home Rule on housing questions to all municipalities having competent health authorities, with the possibility that the housing work may be taken over by the State Bureau of Housing in case of failure to act or enforce the code.

\*The Proposed Code was not passed by the legislature—Editor.

During the year, 1920, the Bureau of Housing conducted the following work:

Secured Compliance on . . . . .	640 properties
Partial Compliance on . . . . .	406 properties
No Compliance on . . . . .	699 properties
Total . . . . .	<u>1,745 properties</u>
To be Followed Up . . . . .	1,105 properties
Referred to Local Health Authorities . . . . .	991 properties
Carried Forward . . . . .	214 properties

This work consisted of inspections, and the making of diagrams showing present conditions and furnishing suggestions as to how buildings should be altered in order to correct insanitary living conditions in the shape of new diagrams.

Some of these cases were so complicated that they necessitated many interviews with owners, and painstaking work on the part of the office staff in working out a satisfactory solution for the alteration of buildings so that owners would not be placed at too great an expense. Almost all of these properties house people of the poorer classes, and too drastic corrections would have meant the raising of rents to a prohibitive figure, and thus defeated the object of benefiting this class of tenants: Also neighborhoods in which these buildings are located would not warrant the renting of properties at a greatly increased rental. Partial compliances mentioned in the list above were secured upon properties where the owners were in financial difficulties and could not at one time effect a complete alteration. Of the properties upon which no compliance was secured, on the majority of them the owners had promised to make alterations as soon as financial arrangements could be effected, and these were referred to local health authorities to save expense in following them up.

This housing work was scattered throughout the state in order that each locality might have insanitary living conditions corrected and relieved as an example. We have found that one correction means two or three more in that neighborhood voluntarily made.

During the year active work was conducted by the Bureau of Housing in helping to organize health committees in various communities with a sub-committee on housing and sanitation, and a technique was drafted for the use of such committees on housing and sanitation. They have been especially helpful in the counties

in the coal regions and in the agricultural sections of the State.

We have also outlined and drafted a model housing ordinance based upon the present state housing law of July 24, 1913, suitable for adoption by communities in the State who wish to better their housing conditions. This has been adopted by the cities of Bethlehem and Altoona and the boroughs of West Chester, Norwood and Lower Merion Township.

JOHN MOLITOR, Architect,  
Chief, Bureau of Housing, Department of Health  
Commonwealth of Pennsylvania

## THE SITUATION IN PITTSBURGH

Pittsburgh, which for many years has faced unenviable slum conditions and has recently felt the housing shortage quite as much as any other city, has in the last few weeks taken steps to grapple with this situation. At a recent meeting of the Chamber of Commerce that body adopted the report of its Special Housing Conditions Committee of which David T. Riffle is Chairman, and voted to start a campaign for a general revival in the building industry this spring. Representatives of the building trades have recently been asked by the Chamber of Commerce to co-operate in the plan to erect 2,000 houses in Pittsburgh during the current year; 80 delegates, representing 17 different trades, were present. Arthur W. Thompson, Chairman of the Housing Committee, outlined the plans, but the labor men were not asked to reply. It is understood that the delegates will report back to their locals and that a reply will be made soon. Reduction of wages was not asked.

## PENNSYLVANIA LEGISLATURE AND THE HOUSING SHORTAGE

Pennsylvania, which successfully withstood the throes of the rent agitation which New York suffered from so violently all through the past year, is apparently now succumbing to the same kind of clamor that was raised in New York if one may judge by the number of bills introduced in the Pennsylvania legislature seeking to deal with the present housing shortage and the present high rent situation, a situation which is not peculiar to this one state, but is pretty general throughout the whole country.



One of these measures, namely, that introduced by Mr. Martin (H.B.163) declares an increase of more than 10% in the rent of any dwelling to be unjust, unreasonable and oppressive unless caused by unusual repairs or alterations to the property. It further provides that any landlord who wishes to increase his rents beyond this amount may apply to the courts, setting forth the facts and showing the income derived from his property and the necessity for increasing the rent. The court is then empowered to determine the amount the rent may be increased. Where a landlord has increased the rents beyond the 10%, the act provides that the tenant may recover from him double the amount of damages thus suffered.

Another measure introduced by Mr. Ogle (H.B. No. 2) in order to protect the tenants from dispossession, increases the value of property exempt from levy or sale of tenants in distress for rent from \$300 to \$600.

Another measure, introduced by Mr. Smink (H.B.219) is in the form of a joint resolution creating a commission to investigate the housing situation in the state and making an appropriation of \$10,000 for its expenses. The commission is to be composed of two members from the Senate and House of Representatives and a fifth person appointed by the Governor. The act provides that the commission shall report to the present session of the legislature its findings and proposed legislation. As the legislature is scheduled to adjourn on April 28th, it is hardly likely that the commission would be able to conclude its work by that time even if the bill in question were already enacted into law, which it is not.

Another measure, taking advantage of the present housing shortage, seeks to relax provisions of the existing housing law by allowing the construction and use of kitchens, kitchenettes, bath rooms, and laundries of a less floor area than the minimum required by the present law, namely, 70 square feet.

## VICTORY FOR CINCINNATI'S HOUSING LAW

The health authorities and building authorities in Cincinnati have for many years past experienced great difficulty in securing prompt compliance with the various requirements of the tenement house and health laws from certain tenement owners in

that city. One of these owners, one Devou, recently set himself to contest in the courts the legality of the orders issued by the Board of Health requiring him to discontinue the use of sewer-connected privies in connection with some of the tenement houses of which he was the owner (known locally as "catch-basins").

In a sweeping decision handed down by Judge Matthews of the Court of Common Pleas some months ago the Court upheld those sections of the city ordinances dealing with the subject, the right of municipalities to enact such ordinances and the power of the Board of Health to enforce them, holding further that after the municipality has determined that catch-basin toilets are a nuisance the court cannot decide otherwise unless there is a clear and palpable abuse of power, something that was not shown in the evidence in this case. The decision of the court is final and the owner of the tenements has at once expressed his willingness to comply promptly with the Health Department's orders.

Thus another victory for sanitation and better housing conditions has been scored.

## PROVIDENCE HOUSING CORPORATION DISBANDED

It has recently been decided not to continue the work of the Providence Housing Corporation formed under the auspices of Mayor Gainer and a group of public-spirited citizens. This company was organized some time ago with a capitalization of \$200,000 and stock was put on sale. As not more than \$60,000 worth of stock was sold, the directors voted to return the money and await a more auspicious time to launch the project.

## ETERNAL VIGILANCE MRS. BACON TO THE RESCUE

"The Senate committee on judiciary today voted to recommend for indefinite postponement House Bill 201, introduced by Representative Osborn, which would lower the standards established by the 1913 housing act. The bill proposed that where existing buildings are remodelled that the rooms may be eight feet high instead of nine as the law requires. Mrs. Albion Fellows Bacon of Evansville, who sponsored the 1919 housing bill, objected to the Osborn measure."

The above announcement, in the Indianapolis News, was only the end of the second act of a four act housing drama played by the Indiana legislature. The first act saw a modest little bill slipping furtively through the House of Representatives. It was chaperoned by a quiet member who was interested in remodeling some old houses "to relieve the housing shortage." He made a plausible appeal and as the majority of the House had had no experience with housing legislation, and bills were pouring in faster than they could be studied, H. B. 201 was pushed through with scant attention.

It was in a Senate committee when Mrs. Bacon returned to Indianapolis to continue work on the bills of the Child Welfare Commission, of which she was a member. It had run its entire course during the week she was at home. A friend told her of it, and she went at once to the Senate committee, and appealed for a hearing. The hearing was granted, a personal one, and a brief statement of what would result, in the way of tuberculosis, infant mortality, etc., if the amendment became law, convinced the committee in a few moments that it should be killed. Their vote was for indefinite postponement.

The third act was on the border of tragedy. Coming into the state house, a few mornings later, Mrs. Bacon declared to a friend that she smelled ether, and wondered what surgical operation was due. A few minutes later the friend put into her hands an announcement in the morning paper that H. B. 201 had passed the Senate the afternoon before. It was a solar plexus blow, but there was no time to recline or repine, as the bill, was on its way to the Governor to be signed. Mrs. Bacon first sought the Governor, and entreated him to veto the bill. He promised to consider the matter, and at least to delay signing.

An investigation showed that a mistake had been made in the report of the committee, and the Senate calendar showed a favorable report. When it came out on the floor, members of the committee opposed it, in consternation, but the "Housing shortage" argument bore it through, in one of the rush hours that come in a session's closing weeks.

It was suggested that the bill might be reconsidered, but a hasty canvass of the senate showed that many of the members could see no harm in the amendment.

The few who had helped pass the tenement law in 1913, stood for reconsideration, however, and one of the new Senators,



listening to Mrs. Bacon's explanation, volunteered to get the bill reconsidered.

Then began a two days' campaign of education, member by member, as to the danger of increasing congestion in tenements. It was an entirely new thought to most of the members.

"But this applies only to existing buildings—old houses" some object.

"So much the worse," she replied, "for the poor are more apt to occupy them, and be crowded into one room, or even two rooms."

"But there is a housing shortage, and we need all the old houses," they urged.

"If there is a food shortage are you justified in giving people poisoned food?" she asked, "This would give them poisoned air. Use them as single houses, if you must, but don't make them into tenements."

She explained that the maximum size room was 10 by 15 feet, and only one window could be required. To cut the ceiling down a foot would be to lose 150 cu. ft. of air. In the minimum size room, 10 by 10, 100 cu. ft. of air would be lost.

The men listened gallantly to the descriptions of congested housing especially among the poor, and said that they really had not understood the matter, that it had not been explained to them in that light, and they would be very glad to reconsider.

The next morning a number of copies of diagrams, and about forty typed slips of arguments against the amendment were handed to the senators. The diagram did the work. It showed the floor plan of a crowded room, 10 by 15, with only one window. It showed two beds, a table, "safe," three chairs, a tub, coal bucket, and the "standing room only" of a family of nine—such as is often found in one room. "And if there is a sick baby on one of the beds, and a fire in the stove, as there must be, for all the cooking must be done there, even in summer, or the wash boiler on the stove, imagine what it would be with an eight foot ceiling, in August!"

They imagined. The vote on the motion to reconsider was almost unanimous. The next day a motion to recall the bill also passed. In the meantime Mrs. Bacon had sent telegrams to the friends of good housing, and letters and telegrams came in to the Governor, showing that, after six legislatures had either enacted housing laws, or refused to allow them to be

repealed or their standards lowered, this work for public welfare was not to be overturned by private interests.

The legislature also made an appropriation for a state housing inspector, which will be a new office, under the State Board of Health.

## PORTLAND, OREGON, DEFEATS ZONING ORDINANCE

An interesting illustration of the ways beyond understanding in which the popular mind sometimes works is found in the action of the people of Portland in rejecting at the polls last fall the general Zoning Ordinance passed by the City Council in March and submitted under the Oregon law to the people for confirmation by referendum vote.

In all probability this result was due to the many issues of a national campaign and the fact that the question was submitted on a ballot which contained 92 candidates for office, 11 state measures and 6 amendments to the city charter. It is not strange in this melange of legislative proposals that so important and yet so technical a question as the adoption of a Zoning Ordinance should have come to grief. Even under these circumstances the vote was extremely close; for, it was only by a majority of 501 votes that the measure was defeated, 30,150 people having voted for the measure and 30,651 having voted against it. There is every likelihood that a new ordinance will be drawn and resubmitted to the people, presumably, it is hoped, at a time when the voters' minds will not be so distracted with other questions that they cannot give to the consideration of this question the attention that it deserves.

## KEEPING TRACK OF IMMIGRANTS

Cincinnati has less to fear from the dangers of Typhus fever being brought in by immigrants than have most cities. In November, 1920, a careful plan was worked out whereby every immigrant who comes into Cincinnati is carefully followed up to be sure that he has no communicable disease, that he understands how to live according to American standards and that he is put in touch at once with facilities for learning English and becoming naturalized. The system works like this:

The Traveler's Aid Division of Community Service "grabs" the immigrant, so to speak, when he comes in on the train, gets his name and the address to which he is going, the country he came from and other essential information, tabulates it on a card, which is sent at once to the Board of Health. The Board of Health examines the immigrant for communicable disease and physical defects and takes action accordingly. The card next goes to the Better Housing League which sends out a Visiting House-keeper to investigate the housing conditions. If there is over-crowding or the condition of the house is bad, steps are taken at once to apply the remedy. The card finally goes to the Americanization Committee which takes steps to see that the immigrant becomes Americanized at the earliest opportunity. The following shows the form in which the card is printed:

IMMIGRATION RECORD									
					Date.....				
Name.....					Cin'ti Address.....				
Cin'ti Relatives.....					Address .....				
Male—Female		No. in Family		Ages		Nationality		Religion	
<div>BOARD OF HEALTH—MEDICAL INSPECTION BUREAU</div> <div>Date Referred.....Date Examination.....Corrected Address</div> <div>Findings.....</div> <div>Action .....</div> <div>Recommendations.....</div>									
<div>BETTER HOUSING LEAGUE</div> <div>Date Referred.....Date Inspection .....</div> <div>Findings.....</div> <div>Action .....</div> <div>Recommendations .....</div>									
<div>American House</div> <div>Date Referred.....</div>									

The system was put into operation immediately after the first conference of the four organizations and has been working effectively. All four organizations are pleased with the plan and feel that it is of very great value, because instead of letting the immigrant come here and get settled in bad habits, he is taken hold of immediately upon his arrival and taught from the very start what is expected of him as a prospective American citizen.



Since the Typhus scare the local organizations have had occasion to congratulate themselves on the fact that the city is already safeguarded by this system which has been in operation for more than three months.

As a matter of fact, however, the immigrants coming into Cincinnati are of an unusually high type. The Department of Health, which is conducting the medical examinations, has found that they are on the whole unusually healthy. The Better Housing League has found with pleasure that most of the families are intelligent and that their housekeeping is good.

BLEECKER MARQUETTE,  
Secretary Cincinnati Better Housing League

## CALIFORNIA COMMISSION ATTACKED

There has been much activity during the present legislative session in housing matters in California. The Commission of Immigration and Housing has been active in seeking to co-ordinate and bring up to date existing regulations having to do with housing and to that end set itself to work several months ago to redraft the existing three housing acts into one state housing code.

This important piece of work has recently been completed and the new code has been introduced in the California Legislature. What its fate will be is not known at this time.

Co-incident with this constructive work of the Commission, there has been a movement on foot to bring about the Commission's abolition on the ground that it is no longer necessary and that its work can be merged with that of other state departments. The consolidation of the Commission with other departments proposed by the Governor and his advisers has met with great opposition.

When one considers the pioneer work which the California Commission of Immigration and Housing has done since it was created, especially in improving conditions in labor camps throughout the state, it is to be sincerely hoped that the scheme for abolishing this Commission will not succeed.

At the same time that it is proposed to abolish the Commission of Immigration and Housing, the housing shortage situation is having renewed attention and the San Francisco Chamber of Commerce is now undertaking a survey or study of the local

housing situation, the purpose of this being to learn the cause of the housing shortage so that the appropriate remedies may be applied. A survey of the situation in San Francisco made last fall showed that at that time San Francisco had 33,688 one-family houses which comprise 54.1% of all structures in that city.

## NEW JERSEY LAW SAVED

Workers for the betterment of housing conditions, who imagine that the mere enactment of a law solves the housing problem in their state or community, are likely to have a rude awakening very soon after such a law is passed. They will find that the results they confidently expected to secure can be obtained only when the enactment of a housing law is followed by its strict enforcement and that the more effectually it is enforced the more necessary it will be to fight for its maintenance on the statute books.

In New Jersey almost every session of the legislature since the tenement house act was passed in that state in 1904, has witnessed the introduction of one or more amendments designed to take the "teeth" out of the law. The friends of this statute have been compelled to be constantly on guard, not alone to defeat such amendments but also to prevent the passage of innocent appearing bills containing "jokers," designed to nullify the act or to reduce the effectiveness of the Board of Tenement House Supervision, which is charged with the enforcement of the law. During the present session of the legislature two amendments to the tenement house act, sponsored by Commissioner James F. Gannon, Director of Revenue and Finance of Jersey City, were introduced by Assemblyman Arthur H. Nelson of Hudson County in which Jersey City is located. One of these amendments was designed to permit the construction of 6-story non-fireproof tenement houses instead of 5-story buildings of this character, permitted by law at present.

A campaign of education was immediately begun among the members of the legislature to prevent the passage of this bill. Their attention was called to the fact that each additional family in a tenement house adds to the sources of fire; for, each kitchen, electric installation, flue, closet or storage bin increases the likelihood of a fire occurring in such buildings and a fire in a building

of this character was shown to be likely to result in fatalities, due to the crowding of its panic-stricken occupants into the halls and on the fire-escapes. Opportunities for the rescue of men, women and children in the event of fire in high tenement houses are decreased by the inability of firemen to reach the windows of the upper stories of such buildings. The community fire hazard, too, was shown to be increased to the extent of a possible conflagration, by the scattering of brands in many directions, when such a building burns.

Members of the legislature were informed that other states and communities had limited the height of non-fireproof tenement houses to a less number of stories than is now permitted in New Jersey. Michigan, Indiana and the City of Chicago limit the height of such buildings to 3 stories and California, Iowa and Massachusetts have placed the limit at 4 stories. The effect of this campaign was to create so much opposition to the proposed amendment that its introducer was prevailed upon to withdraw the bill.

Another amendment introduced by Assemblyman Nelson had for its object the lessening of the cost of fire-escapes on 3-story tenement houses by changing the form of construction required by the provisions of the tenement house act.

The principal changes proposed in this amendment were, the reducing of the width of fire-escape balconies from 3 feet 6 inches to 2 feet 6 inches; substituting a straight iron ladder, attached to the wall of a building, for iron stairs from the second to the third balconies; discarding the goose-neck ladder from the top balcony to the roof and dispensing with a chain and counterweight for the drop ladder.

Analysis of the provisions of this bill showed that only about \$50 would be saved by constructing a fire-escape in accordance with the proposed specifications and that such a fire-escape would be much less valuable as a means of egress from a tenement house.

The destruction of the safety provisions of the fire-escape sections of the tenement house act, which would have resulted from the passage of this bill, was so clearly demonstrated to the Assemblyman, who had been prevailed upon to introduce it as a "housing reform" measure, that he withdrew this bill also, after making the statement that "The encouraging of the building of houses is very praiseworthy but the risking of the safety of



tenants by changing the law does not warrant the passage of this amendment."

MILES W. BEEMER  
Sec'y, Board of Tenement House Supervision  
of New Jersey

## THE SITUATION IN ILLINOIS

The city of Chicago seems to be going through very much the same experience that New York went through last year. The papers are full of articles dealing with the rent situation and embattled tenants are wending their way in large delegations with special trains and banners and transparencies and placards and badges to the state capitol at Springfield to urge the enactment of a series of bills introduced by Senator Kessinger seeking to bring relief in the present situation.

As in New York, the organized real estate interests in Chicago are actively fighting this legislation.

While this merry war goes on the Illinois Senate has taken up another phase of the situation and through a committee of which Senator John Dailey is Chairman, is proposing to "Untermeyer" the Chicago building situation. Senator Dailey has stated that conditions already disclosed to his committee indicate a worse state of affairs than was revealed in the New York investigation, indicating not only the "unholy alliances" between Labor and Capital which were disclosed in New York, but also evidently elements of oppression and violence which did not characterize the New York situation. Senator Dailey's Committee plans to make a thorough-going probe of the whole situation affecting the building industry in Illinois.

Besides these two efforts, the Illinois Housing and Building Commission, a temporary body of which Senator Kessinger of Aurora is Chairman, has made the following recommendations in its official report:

"That constitutional changes be made so as to permit the exemption  
"from taxation of new dwellings and possible state or municipal aid in  
"connection with the present housing shortage.

"That the Zoning Act of 1919 be revised; that there be a legislative  
"investigation of combinations or agreements which restrict construction;  
"that a law be passed enabling cities to establish business commissions  
"to control and fix rentals.

"That the Landlord and Tenant Law be amended so as to abolish the "double penalty for holding over and to require 60 days' notice instead "of 30 days' notice to terminate month by month tenancies.

"That other laws be amended so as to prevent waiver of jury trials in "such cases and so as to authorize courts to stay executions for six months "or less."

The Commission also endorsed the Calder-Nolan bill now before Congress providing for a Home Loan Bank System facilitating the rediscounting of mortgages under federal supervision.

## CHICAGO'S HOUSING NEEDS

According to D. J. Rosenthal, Managing Director of the Chicago Housing Association, Chicago is in need of 50,000 houses or apartments.

"50,000 people are living in unspeakable, indecent and improper "conditions—in attics, in cellars, four in a bed, and beds in closets and "hallways; three families in one room and an indiscriminate inter-"mingling of all ages, both sexes, and very often of boarders with the "family."

Mr. Rosenthal adds that his organization has tried to cope with these evil conditions but has come to the end of its resources. Nine large employers contributed a fund of \$600,000 and they have built 175 houses with it, hoping this would prove a revolving fund that could be recovered on selling and reinvested. The houses were nearly all sold, without profit, at a uniform price of \$5,700, at 10% down and 25 years in which to pay the balance—and buyers all contented.

But now their capital was all in the houses and the costs of construction had gone up so that the same type of house would now cost \$9,500 to produce.

## ILLINOIS 20 YEARS BEHIND THE TIMES

A comprehensive Housing Code has been submitted to the Illinois Legislature (known as Senate Bill 71) by the Kessinger Housing and Building Commission, the result of two years' study on the part of this legislative committee. The bill has been introduced by Senator Cornwell and applies to cities and towns of 5,000 population and over.

According to Charles B. Ball, Chief Sanitary Inspector of the Chicago Health Department, the proposed legislation is 20 years behind the times. In a discussion of this measure held at the Chicago City Club a few weeks ago Mr. Ball stated that the proposed code, if enacted, would be nothing more than Chicago's old Building Code applied to the entire state and pointed out that a code suitable for Chicago was not at all the right kind of a code to enact for the smaller cities of the state.

Professor Seba Eldridge of Rockford College in a series of articles published in the Rockford Republican, has taken up the code section by section and has pointed out the respects in which it falls short of recognized standards in this field.

All sincere friends of the cause of housing in Illinois will hope that the proposed code will fail of passage; for standards, when once fixed, are hard to change. If the experience of other communities is a safe guide, it is safe to say that if these low standards are adopted now, it will be years before the state of Illinois will be able to approach the modern and up-to-date standards of its neighbors, the states of Iowa and Michigan.

There is no reason why the state of Illinois should not enact a housing code equal in every respect to the housing codes of Iowa and Michigan. It should be ashamed to enact a code which experts say is 20 years behind the times.

## BALTIMORE AHEAD OF THE GAME

A survey of Baltimore's housing situation, conducted by the Police Department of that city under the supervision of a special committee appointed by the Real Estate Board, shows 131,806 houses in Baltimore with a vacancy of 2,565, a large proportion of which are not yet quite ready for occupancy; 80,226 houses were found to be occupied by the owners; and 49,015 were rented out to others. C. Philip Pitt, Secretary of the Baltimore Real Estate Board, in a recent letter stated that the Board expected to find "that a great many houses constructed for one family are housing two families." This condition has been brought about not so much for the want of houses as by reason of the fact that so many families are unable to pay the rent for a whole house or buy one at present cost of construction. According to Mr. Pitt the builders in Baltimore have been very active during the past two years and to this fact he attributes Baltimore's present advanta-



geous position on the housing question compared with that of many other cities. Another factor which in his judgment has helped materially in their situation has been the fact that Baltimore has been entirely free from legislation restricting rents.

The people of Baltimore now have before them a revised Building Code which has been in course of preparation for some months past. Those who have given study to the new code believe that it is not in line, so far as housing regulations are concerned, with the housing codes enacted in recent years by many of the progressive cities and states throughout the country.

## HARTFORD HOUSING PROJECT COMES TO GRIEF

The Hartford Home Building Association incorporated with a capital of \$1,500,000 has recently gone into the hands of a receiver. The company was formed by public spirited citizens of Hartford who planned to meet Hartford's housing needs through the building of the right kind of houses.

Several large tracts of land in different parts of the city and in West Hartford were purchased and building was commenced upon them. Over 100 houses were in course of construction at the time the company went into the receiver's hands. The houses were begun when building materials were at the highest market quotations and when labor demanded the highest wages. So high was everything in fact that it was next to impossible to find reputable builders who would sign contracts for the work. So far as one can judge, this unfortunate situation is a result of a business project carried on by business men, not having applied to it the usual business principles that would govern in their own affairs.

## TWO SIDES OF THE SHIELD

Last year a number of public spirited citizens in Kentucky secured the enactment by the legislature of a modern housing law based on the "Model Housing Law." For reasons of policy this was made to apply only to the city of Louisville. At a time when the organized real estate interests of Louisville are contesting the constitutionality of this law in the courts, a group of citizens in the neighboring city of Lexington have launched a move-

ment to have the 1920 Housing Law which now applies only to Louisville, extended so as to apply to the second class cities of the state which include Lexington, Covington, Newport and Paducah.

## SUCCESS OF IOWA HOUSING LAW

According to Edwin H. Sands, Housing Commissioner for the state of Iowa, the Iowa Housing Law in its first year has withstood all attacks. During that time, according to Dr. Sands, his Department has tried in court probably from 50 to 60 cases in the different cities of the state touching practically every phase of the law and have had every case decided in favor of the law and the Department. When it is remembered that the Iowa Housing Law applies to 15 cities of the state (all first-class cities) as a mandatory statute and may be made to apply to any city or town having less than 15,000 inhabitants, if adopted by the local authorities, the importance of this sustaining of the law is realized.

The law's present advantageous position is due largely to the splendid work which Dr. Sands has been carrying on in educating the various communities of his state to the meaning and importance of good housing.

## AKRON'S HOUSING NEEDS

A survey of Akron's housing needs and conditions carried on through an 8 months' period was recently completed. It showed a total of 57,199 homes in Akron. Of this number 35,349 are private residences, 12,709 are flats, 413 are apartments, 3,682 are lodging houses, 4,966 light housekeeping quarters. There are 3,450 families in homes that should rent from \$70 a month up, 4,907 families, renting at \$55 to \$70 a month; 9,502 families at \$40 to \$55 a month; 7,257 families at \$30 to \$40 a month; 3,652 families at \$20 to \$30 a month; 2,696 families at \$20 to \$25 a month; 1,930 families at \$15 to \$20 a month; and 1,955 families under \$15. Of the total number of lodging houses listed, not including private families that have roomers, 211 are listed as good, 2,682 as medium, 642 as poor.





# Housing Betterment

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# Housing Betterment

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## SECRETARY HOOVER TAKES UP HOUSING

The concern for the national housing situation which has been manifested at Washington has not been limited to the legislative branch of the Government. Two members of President Harding's cabinet have recently manifested their very great interest in and concern over the present housing situation. Secretary of Labor Davis recently told the cabinet that high rents constituted the greatest obstacle to settlement of labor controversies because rent still is the greatest single item in the cost of living. According to Secretary Davis, all commodities are declining but rent stays high. We are informed that Secretary Davis is formulating a housing program for his department, public announcement of which may be expected before long.

Secretary of Commerce Hoover has recently announced the participation of the Department of Commerce in a national attempt to aid in the solution of the present housing situation.

In an address delivered at the annual convention of the American Institute of Architects held in Washington in May, Secretary Hoover set forth the situation as he sees it and made public the appointment by him of a Committee on Building Codes consisting of Mr. Ira Woolson, consulting engineer of the National Board of Fire Underwriters, who has made a practical study of building codes for years; Mr. Rudolph P. Miller, engineer in charge of building ordinances of New York and president of the Association of Building Superintendents of the United States; Mr. J. A. Newlin, of the University of Wisconsin, in charge of the Forestry Products Laboratory, and a recognized authority on timber; Mr. J. R. Worcester, consulting engineer of Boston, an expert on struc-

tural steel stresses and design; Prof. Wm. K. Hatt, of Purdue University, who has had much experience with concrete structures; Mr. Ernest J. Russell, of St. Louis, an architect who has already contributed much to the industry through his work with the Board of Jurisdictional Awards; and Mr. Edwin H. Brown, architect.

In our last issue we made brief mention of the plans of the Department of Commerce and stated that the appointment of this committee would be announced shortly thereafter.

The appointment of this committee and the taking up of the housing problem by Secretary Hoover have unfortunately been heralded far and wide by the press as an attempt on the part of Secretary Hoover to solve the housing problem. This is most unfortunate; for Secretary Hoover has had a very definitely limited and clear function in mind in the appointment of this committee and in the undertaking of this work and has realized fully that no one effort could solve the housing problem, but that certain things could be done which would greatly aid in remedying the present situation. The Advisory Committee that has recently been appointed has as its function chiefly the reduction of the cost of construction through the elimination of unnecessary building code provisions which add little or nothing to safety or to the protection of the community but which do involve additional cost and waste of materials.

It is understood that further committees dealing with further phases of the housing question will be appointed from time to time by Secretary Hoover as the work progresses.

In announcing the appointment of this committee, Secretary Hoover pointed out various directions in which the Federal Government can be of assistance in the solution of this problem. Among other things he mentions the disadvantages of the excess profits tax; the diversion of investment capital from building loan and mortgage purposes; the greater use of national bank funds for loans on home building; the use of the Postal Savings funds and of the funds of insurance companies.

The two directions in which the Department of Commerce is seeking to exert itself, in coöperation with the building industry and its professional advisors, is in the reduction of waste and the increase of stability in operation. On this point Secretary Hoover says:

One phase that requires exhaustive study is the intermittent operation of the industry. In my view it is the definite point

where the greatest waste finds its roots and is the largest element of high costs affecting both labor and material. I believe that any study will show that the average employment of labor in these industries is not over 65% of their possible time. One of the reasons for the constant drive for higher hourly wage is to maintain an adequate annual income and to offset the loss due to intermittent occupation, and labor itself has contributed to intermittency by its rules.

Our equipment capacity for production of building materials is probably 30% higher than is necessary for it, if we could secure nearly an average demand. \* \* \*

If we examine the intermittencies we find that they fall into three general classes: (1) Seasonal and weather interruptions; (2) strikes and jurisdictional quarrels; (3) inability of transportation to meet the peak load.

The seasonal and weather problems are no doubt to a great degree insurmountable, but there could be local community action in establishing a definite repair season out of conflict with the season of new buildings. The lost time from general strikes could be reduced by local adjustment boards and loyal adherence to their decisions. The jurisdictional strikes have no justification, and I am informed that of the lost time due to all strikes in these trades, over one-half arise from this quarter. The committee on jurisdictional awards has performed good work. The abolition of such strikes lies entirely within the power of organized labor. Settlement boards of their own, whose decisions would be binding, would be a contribution to labor's own income and employment. Labor could also greatly assist in lifting us from this blockade on building if it would set its face against any restraint on effort that still survives in some trades. There would be less dispute over wages and larger employment if the rules could be revised by the local adjustment boards and community conferences.

I am informed that from 10 to 20% of the cost of building lies in the lack of standards in a broad sense. We have, for instance, 260 odd building codes to which a large portion of the building of the country must conform. They vary flagrantly in floor loads, wall thickness, stress requirements, character of materials to be employed; they hold back progress in methods of construction; they make impossible the standardization and simplification of certain materials which could be effected

without affecting the attractiveness of design, of style, the arrangement of the interiors, or the usefulness of the buildings.

We need a standardization and a simplification in many of the materials required. The dimensions of articles of constant use could be greatly simplified as to many construction materials, plumbing, hardware, etc., with great savings both in manufacture, distribution, and installation, and there need be no sacrifice of styles.

He adds that there are other ways in which the Government can be of assistance, one of which is through the regular collection and prompt distribution of the current data of products, stocks, the general price levels of essential building materials, and the volume of activity in the industry. He points out that this would contribute stability to the industry, instancing the case of the mill operator in the lumber industry who must, in many branches as things are today, prepare his material from 8 to 12 months in advance of its consumption and must take the risk of fluctuating demands both in varieties and quantity.

Secretary Hoover closes his important address with this ringing statement of the Government's policy:

This is not a program of Government domination and interference in business. It is a program of service that can be rendered by coöperation with the industry. The end we seek is the end of all Government, and that is to improve the daily living of all of our people. It is the desire of the department to coöperate to solve these problems.

## WHY A DIVISION OF HOUSING IS NEEDED

In connection with the bill introduced by Senator Calder for the establishment of a Division of Construction and Housing in the Department of Commerce,\* Secretary Hoover sent under date of May 26th, to the Chairman of the Committee on Commerce of the Senate, a memorandum setting forth the services which a bureau of this kind could render. We quote the following from this extremely interesting and enlightening memorandum:

The bill provides for the creation of a division in the Bureau of Standards, in the Department of Commerce, to be called the division of construction and housing. To this division shall be

\*The functions of this Division have been provided for in the Deficiency Bill which has recently passed the House.



transferred, as a nucleus, the construction and housing data already collected by the United States Housing Corporation and by the Emergency Fleet Corporation.

The purpose, as set forth in the bill, is to gather practical, scientific, and statistical information and to disseminate such information among the people at large and among those engaged in the construction industry; to coöperate with manufacturers, architects, engineers, public officials, commercial, trade, and civic associations in regard to construction problems, both scientific and commercial, so that building work may be economically conducted with due regard to the interests of the community.

The scope of the technical data to be gathered by the division may cover improved practices in construction work in the United States and foreign countries; standardization of structural units, materials, and building-code requirements; economy in use of building materials; economy in methods of manufacturing and distribution; plant capacity, production, and stock on hand, imports and exports of building materials from month to month; the financial, transportation, power, and labor requirements of the building industry; losses through irregularity of operation; fluctuations in prices of building materials from month to month; fluctuations in volume of construction from month to month; city planning, zoning, housing standards, rental conditions, etc.

It may be said that the practices in foreign countries, which during the past year have been investigated by experts for the Senate Committee on Reconstruction, furnish experience by which the construction industry of this country should profit.

Standardization of structural units and material has already been undertaken in England but is in its infancy in this country. Standardization does not contemplate the greater uniformity in the exterior or in the interior arrangement of buildings, but rather the adoption of uniform methods and the elimination of useless types and sizes of parts, the adoption of interchangeability of parts, as well as the adoption of clear and uniform definitions or terminology. Standardization should be considered as an aim or disposition of the industries to coördinate their work rather than as a definition of perfection.

It is urged that economy in the use of building materials may be effected at an early date through the revision of building

codes of many municipalities throughout the country, and that such a revision toward uniformity may be brought about without impairing the usefulness, safety, or durability of the structures. Flagrant variations now existing in various building codes as to thicknesses of walls, floor loads, allowable stresses on timber, concrete, and steel if eliminated might save according to some authorities, from 5 to 20% in the use of some of the materials, and might save, according to other authorities, from 5 to 20% in the total cost of certain types of construction in some of the municipalities.

The subject of economy in methods of manufacturing and distribution involves not only more scientific plan operation but also more continuous operation. Identification of the causes of the irregularity and intermittency of operation, particularly inherent in the construction industry, may bring about, it is hoped, elimination of some of these causes and the elimination of loss through the frequent plant idleness and unemployment of the industry.

More definite knowledge of plant capacity, production, movement, and stocks of building materials on hand from month to month will tend to stabilize the industry.

Greater accuracy in mill price quotations may go far to reduce speculation and unnecessary cost of distribution.

Definite knowledge of the volume of construction work which is being contracted for from month to month in the various parts of the country should give advance advice to manufacturers of the approaching demand or call which is soon to be made on the capacity of their plants.

Monthly statistics as to the proportionate amount of credit which is being directed to home building and structural investment may encourage building and investments and retard the production of consumable commodities beyond the saturation point of demand.

The city-planning methods mentioned in the bill are already recognized by progressive municipalities throughout the world as essential not only to public health and convenience but to industrial efficiency as well.

The advocates of this bill urge the need of a governmental facility that can give a prompt and accurate diagnosis, both from a foreign and a domestic point of view of the economic opportunity, discriminations, and opposition peculiar to con-

struction work; that can promptly give accurate and scientific data, and that by coöperating in finding standards and simplifications may eliminate waste and promote national conservation in the industry; that to this end the facilities of the Bureau of Standards should be capitalized at the earliest possible moment to bring about economies and coördinate activity in construction work.

The resumption of the construction work of the country is to-day one of its most important domestic problems. The industrial growth of the country is handicapped by its present structural shortage, and there are concurrent reports of a nation-wide housing shortage, which is affecting public health and morals.

The construction industry involves the expenditure of several billion dollars annually, as well as the employment of two or three million men. It is composed of several hundred trades and of thousands of isolated units. It is characterized by intermittent operation, by frequent unemployment, and by frequent idleness of plant. Notwithstanding the fact that this industry provides the major portion of the permanent wealth of the country, it produces it at an unnecessarily high cost because of the irregularity of its operations.

As in the case of agriculture, where the units of production are too small to maintain private statistical and experimental activities, and yet where the production of each unit may be vitally affected by the knowledge of improved methods, so in the case of construction the thousands of units of the building industry are in need of current statistical and technical information. Such information, if generally used, would not only decrease the cost of erecting buildings but would also eliminate waste due to irregularities in operation and due to inefficient methods of distribution, resulting in lower rentals maintenance and indirectly in the lower cost of commodities which are dependent upon rentals and plant cost.

It is not enough that houses be built. They should be built well and economically, and the subdivisions of cities in which they are built should be laid out according to modern ideas as to health, convenience and durability.

The Government is an organization to govern—not to build houses or operate mines or run railroads or banks. It is also a Government for the general welfare of the people, however,

and it may well use its governmental powers to aid and encourage private enterprise. How governmental powers were used during the war to limit the production of homes, and how governmental powers were effective subsequent to the war, through priority orders, in interrupting the orderly processes of building, is commonly known. The Federal Government can not avoid its share of responsibility. It was a national emergency, not a local emergency, which caused the shortage of homes, and the shortage of homes is the result in a large part, of the operation of conditions which are nation wide—indeed, the direct result of Federal legislation. It is proposed that governmental powers now be applied to the emergency by encouraging citizens to provide decent habitations which will improve health and lessen the discontent of the people.

It is appropriate that the Federal Government, with its wide connection abroad, with its opportunity to coördinate the experience of all the States should use its existing facilities to gather and disseminate the necessary information to its citizenry, so that the construction work of the country, now several years in arrears, shall be resumed along the most approved lines.

This is a service which the Government can render to its people without danger of paternalism, and with every prospect of increasing the productivity of credit, plant, and individual effort; while the improved construction resulting from more intelligent individual effort and more economical use of credit and plant will increase the permanent wealth, tax-paying power and productivity of the Nation.

The States and municipalities must carry a large part of the burden of devising ways and means for the rehabilitation of the country, but their efforts, as well as the efforts of the individual, will be greatly aided by a national clearing house of statistical and technical information. The activities of such a clearing house will go far to improve conditions and to make unnecessary governmental participation in the housing business, upon which Great Britain, France, and other European countries have already been obliged to embark so extensively.

## CONGRESS AND HOUSING

While there has been no serious effort to bring about any form of government housing in the United States notwithstanding the



serious housing shortage which prevails in all parts of the country, the Federal Government is being asked to render such aid as it wisely can to bring relief in the present situation. Congress at its present session is now considering 7 different measures which have been introduced chiefly by Senator Calder of New York to carry out the leading recommendations contained in the report of the Senate Committee on Reconstruction and Production of which Senator Calder was chairman, and whose report and recommendations we discussed at length in our last issue. These measures may be summarized as follows:

1. A bill authorizing the Secretary of Commerce to establish in his department, in connection with the Bureau of Standards, a division to be known as the Division of Construction and Housing (S. 1152).

The functions of this Division, as stated in the bill, are as follows:

To collect, classify, arrange, and disseminate such scientific, technical, practical, and statistical information as may be procured or developed by research or otherwise, showing or tending to show approved methods in building, planning and construction, standardization, and adaptability of structural units, building materials, and codes, economy in the manufacture, distribution, and utilization of building materials and supplies, transportation rates and facilities, periodical fuel and labor costs, production capacity, actual production, imports, exports, and available stocks of building materials and supplies, and periodical statistical information relating to prices of building materials and the volume of construction and housing, including information covering habitability, rental values, credit rates and facilities, and other matters relating to construction and housing.

2. A bill to aid in stabilizing the coal industry (S. 1807). This is intended to provide for the gathering and publication by existing governmental agencies of current facts as to production, distribution, available supplies, standards of quality, costs and realization of coal.

3. An act amending the Transportation Act directing the Interstate Commerce Commission not to declare without hearings an emergency which will give preference or priority in transportation (S. 690). This is intended to prevent dis-

crimination which has existed in the past with regard to the shipment and delivery of building materials by the railroads.

4. An amendment to the Federal Reserve Act to permit the Federal Reserve Board to direct the use of savings and time deposits of national banks for long time loans, thus giving such deposits greater security and supplying a source of long-term money for home building (S. 1836).

5. A Home Loan Bank Bill (S. 797). This provides for the establishment of district Home Loan Banks which may sell, under Federal supervision, bonds secured by the aggregated loans deposited by the member banks.

6. A bill to encourage the building of homes by providing for exemption from taxation of the income from mortgages on real estate (S. 575). This measure exempts from the income tax "the amount received by an individual as interest on an aggregate principle not to exceed \$40,000 of loans secured under a mortgage or otherwise solely by real estate.

In addition to these measures introduced by Senator Calder, Representative Kelly of Pennsylvania has also introduced a bill (H. R. 14, 855).

To increase the utility of the Postal Savings System, to encourage savings among the people, and to increase home ownership.

The measure creates a board of trustees to administer the Postal Savings System and among other things increases the rate of interest to be paid on such savings and provides that the funds thus deposited shall be used for the building of homes.

## STATE AND MUNICIPAL HOUSING

As was to have been expected, the housing shortage and the difficulty of securing funds for investment by private enterprise in the construction of workingmen's dwellings at a time when it costs \$6,000 to build a \$3,000 house, has naturally led to suggestions in various quarters for different forms of government housing and government-aided housing.

In view of the situation which exists, the number of proposals of this kind has been comparatively few and the public sentiment that has been manifested for them has been relatively small. Here and there a sporadic outcropping of expression that government housing is the only way out of the situation has become manifest.

Among the projects of this kind that have come to the surface in recent months may be noted the following:

A proposal embodied in an act of the South Dakota Legislature enables persons to borrow money from the State to finance home building operations at a rate of interest not to exceed  $11\frac{1}{2}\%$  above the rate paid by the State on its borrowings, no single loan to exceed \$4,000, nor to run for a period longer than 12 years. As a means of obtaining the money for these loans the State is authorized to issue bonds in amounts of \$500 to the extent of \$3,000,000 through the Rural Credits Board.

In New York State a group of persons from New York City waited upon Governor Miller not long ago and urged that he recommend to the legislature the loaning of the State's credit to facilitate the building of homes. In a public statement which seemed like an invigorating blast of fresh air from the pine forests Governor Miller swept away all the fallacies of government housing and subsidized housing and stated once more for the benefit of the citizens of New York the fundamental principles of economic law, declining to lend his aid to any such scheme.

This representation to Governor Miller was an echo of the views expressed in a resolution proposed by one of the Socialist aldermen of the New York Board of Aldermen in which it was proposed that the Board of Aldermen should petition the New York City representatives in the state legislature to promote legislation which "would unequivocally grant to the City of New York all powers necessary to proceed with municipal housing." The resolution was preceded by a preamble to the effect that "municipal housing is the only feasible, practical and economical solution of the housing problem in the city of New York." The committee to which this resolution was referred reported a substitute resolution at a later date eliminating the declaration that "municipal housing is the only feasible, practical and economical solution of the housing problem in the city of New York," reciting that a difference of opinion exists as to the right of the City of New York to build houses for dwelling purposes and asking the New York City representatives in the legislature to promote legislation that would give the city that right without question.

A further resolution introduced in the Board of Aldermen creating a Bureau of Municipal Housing and providing for its activities was adversely reported upon and the proposed ordinance "filed."



The City Council of Providence, R. I., a year ago considered resolutions directing the City Solicitor to apply to the legislature for authority to enable the City of Providence to hire (borrow) not exceeding \$4,000,000 for the purpose of purchasing land and building tenement houses to relieve the emergency then existing on account of the lack of housing facilities in the city of Providence.

Massachusetts last summer passed a law enabling towns and cities in that state, in the face of a public emergency or "when public distress exists because of an insufficient supply of shelter or available dwellings for its inhabitants," to acquire by purchase or condemnation either improved or unimproved property and improve it or dispose of it so as to provide shelter for the inhabitants of that community. The act further empowered the city or town to borrow in excess of the statutory limit of indebtedness not exceeding 1% of its assessed valuation and to issue 10 year bonds for such purpose. In order to avail themselves of the provisions of the Act, action had to be taken prior to February first, 1922.

While undoubtedly the promoters of this measure expected that it would enable the different communities in the state to engage in municipal housing or municipally-aided housing, the legal advisers in the large cities of Massachusetts have held that the powers conferred upon these communities are strictly limited to times of stress and emergency and that the legislature in using these terms contemplated some such situation as might be caused by flood or storm or conflagration, where many people were shelterless and where it was necessary for immediate action, and that the terms of the Act, in view of other provisions of the state constitution, could not be construed to permit the cities and towns of the state to embark upon the business of building houses to be rented to their inhabitants. Consequently no municipal housing has been undertaken in Massachusetts under this act.

## SOME LIMITATIONS ON GOVERNMENT HOUSING

What would happen if the Federal Government were to go into the business of housing as a government policy, following the example of England, has been rather strikingly illustrated recently in several instances which have occurred in connection with those houses that were built by the Federal Government during the war to speed up war activities and which the Government has still on its hands, having not been able to dispose of them as yet. An



interesting case in point is the attitude of the tenants of the government's houses at Quincy, Mass., who are employed in the neighboring shipyard of Fore River. In a memorial address to the new Secretary of Labor, James J. Davis, under date of March 9th, the Tenants' Association formed of the tenants occupying the government houses at Quincy Point have protested against the prevailing rents for these houses as being unduly high and asking the Secretary of Labor to use his good offices in having rents reduced.

An interesting sidelight on this situation is found in the fact that the rents complained of were on a basis of a return to the Government of 9% gross instead of the generally accepted minimum gross return of 13%, which it is now admitted by all students of housing and real estate is the amount necessary to get from such property in order to net 6% on the investment.

## ENGINEERS REPORT ON WASTE

The committee which was appointed by Herbert Hoover on January 12th, to investigate or "assay" the various typical and important industries has recently made its report. This committee was composed of some of the leading engineers throughout the country. It was headed by Herbert Hoover and L. W. Wallace of Washington was its Vice-Chairman. The report states that more than 50% of the responsibility for the wastes disclosed by its studies can be placed at the door of the management and less than 25% at the door of Labor.

The report recommends nation-wide machinery to obtain continuous information concerning unemployment conditions throughout the country and urges the use of means of regularizing employment in the principal industries. It outlines an elaborate plan of nation-wide coöperation between the Government, the public, trade associations, industries, labor, bankers and engineers.

The report deals exhaustively with housing and building; with ready-made men's clothing; shoes; the metal trades and printing. These industries were not chosen with any desire to hold them up as bad examples, nor are they considered exceptional. American industry, as a whole, is said to suffer from the same defects as those found in the industries studied.

The building industry is said to be about 60% efficient.

Every person interested in the reduction of the cost of building—a vital essential to the resumption of building in this country—should obtain a copy of this report.

## REDUCING THE COST OF BRICK 35%

An interesting change in the attitude of manufacturers of building materials from the old attitude of seeking to sell as large a quantity of their product as possible irrespective of whether the public needed it or not, is evidenced in the new policy of manufacturers of brick as shown by recent statements put forth by the Common Brick Manufacturers' Association of America in connection with the "Ideal Wall" which that association is urging for adoption throughout the country as a means of reducing the cost of building, and especially dwelling house construction.

The "Ideal Wall" is a brick hollow wall tied together at suitable intervals with a proper bond.

An interesting test was recently made of this wall at Cleveland where, at the convention of the Building Commissioners of the country a number of Building Commissioners stood underneath a section supported on two walls built according to the "Ideal Wall" method and ran the risk of having more than 83 tons of brick and sand coming down on their heads, a result which would have happened had not the "Ideal Wall" stood up to the test and met the claims that had been made for it by the brick manufacturers.

According to statements made by them, the "Ideal Wall" saves one-third of the brick, one-half of the mortar and 25% of labor cost with the additional saving of furring and lathing since the wall is absolutely dry when plastered directly on the brick. Persons interested in this important development in the brick industry can obtain full details by addressing Ralph P. Stoddard, Secretary of the Common Brick Manufacturers' Association, 1300 Schofield Building, Cleveland, Ohio.

## HOOVER ENDORSES BUILDING LOAN ASSOCIATIONS

In a recent letter to the Secretary of the U. S. Building Loan Associations, Secretary of Commerce Hoover expresses his great interest in the work of the association and has the following to say with regard to the Building and Loan movement:

"Your associations, true people's banks, popularly controlled and locally managed, have sprung up voluntarily throughout the country. Through the system of weekly or monthly deposits by their shareholders they encourage thrift throughout the nation. Through the system of amortization, in which the building and loan associations were the pioneers,

they have made their assets sound and worthy of confidence. Through loans principally upon homes they are an instrumentality not only in solving the housing problem, but in developing self-reliance of our citizenry. It is my earnest desire that the building and loan associations of the United States should be encouraged by the public-spirited citizens in every locality."

## U. S. CHAMBER OF COMMERCE HOUSING PROGRAM

The Civic Development Department of the Chamber of Commerce of the U. S. in an effort to aid its constituent bodies in different parts of the country, has recently issued a 32-page pamphlet entitled "A Housing Program" in which some of the fundamental and elementary considerations involved in the formation of housing companies by community effort are outlined.

### RAPID CONSTRUCTION

Chicago apparently holds the speed record in housing construction. A recent instance was the building by the Lumbermen's Association of Chicago of a 5-room bungalow in 10 hours. Thirty workmen were employed. The workmen started work on a foundation in readiness, at 7 A. M., and completed the house at 5 P. M., the same day. The house was completed throughout at that time, including the installation of electrical and plumbing fixtures and painting throughout.

### A LOW PRICED HOUSE

A new type of low priced house somewhat similar to the same type of construction being evolved in England, has recently been put on the market known as "Steelite Standardized Homes."

The makers of this type of construction have a model house on exhibition on the roof of one of the office buildings in New York City, namely, at 42 West 33rd Street. Among the claims made for this construction are: first, its cheapness—the house is sold "complete, ready to move in" at \$1,985. This is for a bungalow 20 x 30 feet consisting of living room, two bedrooms, kitchen and entrance hall. The manufacturers claim for this method of construction not only cheapness but also speed of construction. The

house is built of steel and concrete, on the same principle of standardization as the system that has been applied to automobile manufacture.

## LARGE FAMILIES ENCOURAGED

The New York legislature at its recent session enacted a law seeking to put an end to the discrimination against families with many children, which has existed not only in New York but in many other cities of the country.

The new act which has been signed by Governor Miller makes it a misdemeanor for any person, firm or corporation holding or having in charge any apartment house, tenement house or other building used for dwelling purpose to refuse to rent a building or an apartment to a person or a family solely on the ground that such person or family has children.

How effective this measure will be seems rather doubtful; for, any landlord who wishes to continue such discrimination can readily do it by finding some other reason for refusing to rent.

## EXTENSION OF SMALL HOUSE SERVICE BUREAU IDEA

At the annual convention of the American Institute of Architects held at Washington recently Edwin H. Brown, Chairman of the Committee on Small Houses reported at length with regard to the movement first established in Minnesota known as the Small House Service Bureau and recently extended to the state of Illinois and other states. In making this report the Committee stated that its programme for the coming year would include efforts to reduce waste to the minimum in plans for construction. Stock forms of mill work will be utilized as far as possible and with efforts to improve them. Accurate quantity surveys will be made to enable architects to arrive easily at costs and in general, the idea will aim at an improvement in the ideals of home owners and in the standards of home construction. The Committee contemplates broadening its functions so as to include questions of home financing, the selection of plans and the choosing of contractors, the beautifying of grounds and the suiting of the plans for the house to the location.

Although there was considerable divergence of view manifested at the convention with regard to the wisdom of the Small House



Service Bureau, some of the architects fearing that it would interfere with the business of the profession, nevertheless the Association at this meeting authorized the incorporation of the Small House Service Bureau with 13 regional bureaus and as many branch bureaus as the latter might wish to establish.

## ZONING AS AN INCREMENT OF LAND VALUES

George B. Ford of New York, the Consulting Expert of the New York Zoning Commission, in a recent article calls attention to the way in which the New York Zoning Law has increased property values. He says:

This is shown by the following fact: The President of the Board of Taxes and Assessments of New York city says that he has not lowered any assessed valuations on account of any damage that could be shown under the Zoning ordinance. Furthermore, he has put copies of the Zoning ordinance and maps in the hands of every one of his field appraisers, and told them that wherever they saw a benefit due to the Zoning ordinance to increase the assessed valuation to correspond. This they have done in thousands of cases throughout the five boroughs in New York. The result has been an increase in tax receipts directly attributable to Zoning, that has paid the cost of Zoning a great many times over.

More interesting still is the fact that not one of the thousands of people who protest each year against increases in assessed valuations has objected to the increases imposed on account of benefits received under the Zoning ordinance. The city has settled down to Zoning as proper and just and to-day one almost never hears any complaints of it.

In a large, open, residence section south of Prospect Park in Brooklyn, which was being invaded by apartment houses, stores and public garages before the Zoning ordinance went into effect with a drop often of 50% in property values, almost overnight on the passage of the Zoning ordinance values increased often 10% and have been going up steadily ever since, so that the whole tract is not back where it was before the invasion started, but is even better off. One petition after another is coming in to the Board of Estimate and Apportionment from this district to stiffen up still more on the Zoning requirements.

Whereas, in the first two or three years after the Zoning ordinance was put into effect in New York city, most of the 120 petitions that have been presented to the Board of Estimate and Apportionment to date were to relax the restriction—that is, by changing a business block to an industrial block or a residence block to a business block; within the last year and a half the pendulum has swung the other way, and now over three-fifths of the petitions are to stiffen up on the restrictions and districts.

On the island of Manhattan alone within the last year there have been at least ten blocks which the Zoning Commission had not dared to indicate as anything except business blocks, as they were already seriously invaded by stores or garages, but these have come to the Board of Estimate and Apportionment and asked to be changed to strictly residence use because the property owners felt almost unanimously that it was to their interest to pull the blocks back.

The real-estate men and those who lend money in real estate, who nine years ago were almost unanimously opposed to Zoning are now almost unanimously not only in favor of it, but enthusiastic, regarding it as one of the best things the city has ever done. They use Zoning as one of their chief talking points in selling property to-day. The real estate board has been of the greatest help in “standing pat” on the Zoning ordinance and preventing its infraction.

The real-estate men are almost unanimous in saying that most of the “blighted” districts in New York that were going so badly down hill five or six years ago have now come back and are rapidly on the road to recovery, and that Zoning has done it. On lower 5th Avenue property values had often been cut in half by the coming in of the sweat shop, factory and loft buildings, with their swarming foreign crowds. Already many of these properties, thanks to the protection of the Zoning ordinance, have come back to where they were before the decline.

New Yorkers and visitors to New York are already becoming conscious of the new skyline that Zoning has created, especially around the Times Square and Grand Central districts, for there are already at least 25 or 30 prominent buildings there that show the new type of terraced top which lets so

much more light and air down into the street and prevents buildings from rising to an inordinate height.

Zoning is a "going concern" in New York. The only regret is that it was not done years ago.

## TWO KINDS OF LANDLORDS

The Los Angeles landlord, who, because in twenty-one years he had not raised their rents, was presented by his tenants with a gold watch has nothing on his Sacramento compatriot who raised the rent three times in one year and thereby acquired from his tenants two automobiles and a quarter of a city block.

Sacramento (Cal.) Union.

## RENT INCREASES

The Bureau of Labor Statistics of the U. S. Department of Labor, has recently issued a pamphlet giving statistics of the changing cost of living in the principal cities of the United States since 1914. In presenting the material on the subject of rents, figures were secured for house and apartments ranging from 200 to 500 in each city covered by the report; 32 different cities are included in the study, located in all parts of the country, viz., north, south, east and west. The figures given show that in 17 of the 32 cities the percentage of increase in rents has been greater than in New York City, where, in December, 1920, rents showed an increase of 38.1% over those that prevailed 6 years before, viz., in December, 1914.

This increase, however, as will be seen by reference to the table given on page 118, was much less than the increases in Baltimore, Buffalo, Chicago, Cleveland, Los Angeles, Detroit, Mobile, Norfolk, Savannah, Seattle, St. Louis and other cities.

The average increase in rents in the United States in the 6-year period from December, 1914 to December, 1920 was 51.1%. During the same period the cost of food increased an average of 78%; clothing 158.5%; fuel and light 94.9%; furniture and furnishings 185.4% and miscellaneous items 108.2%. During that period in New York City rents averaged 14.3% of the total living expenses.

	Per Cent of Rent in Total Living Expenses	Per Cent. of Rent Increase from— December, 1914, to					
		Dec., 1917	Dec., 1918	June, 1919	Dec., 1919	June, 1920	Dec., 1920
New York City...	14.3	2.6	6.5	13.4	23.4	32.4	38.1
Baltimore.....	14.0	3.0	13.8	16.8	25.8	41.6	49.5
Boston.....	12.8	*.1	2.8	5.1	12.2	16.2	25.8
Buffalo.....	15.4	9.4	20.7	28.0	29.0	46.6	48.5
Chicago.....	14.9	1.4	2.6	8.0	14.0	35.1	48.9
Cleveland.....	16.4	11.3	16.5	21.8	39.9	47.3	80.0
Detroit.....	17.5	32.6	39.0	45.2	60.2	68.8	108.1
Houston.....	13.2	*7.7	*1.7	1.9	13.4	25.3	35.1
Jacksonville.....	12.3	*18.7	5.9	9.7	22.0	28.9	34.1
Los Angeles.....	13.4	*.6	4.4	8.7	26.8	42.6	71.4
Mobile.....	10.3	*3.6	11.2	11.9	29.6	34.6	53.6
Norfolk.....	11.8	*1.7	39.0	46.5	63.3	70.8	90.8
Philadelphia.....	13.2	2.6	8.0	11.3	16.7	28.6	38.0
Portland, Me.....	12.4	2.4	2.5	5.7	10.7	14.5	20.0
Portland, Ore.....	12.8	*22.2	12.3	20.2	27.7	33.2	36.9
San Francisco and Oakl'd.....	14.8	*4.0	*3.9	*3.5	4.7	9.4	15.0
Savannah.....	12.9	*4.3	5.9	10.8	22.0	33.5	58.6
Seattle.....	15.4	*.6	44.3	51.5	71.5	74.8	76.7
Washington.....	13.4	*3.4	*1.5	*1.4	5.4	15.6	24.7
		Per Cent. of Rent Increase from— December, 1917, to					
		Dec., 1918	June, 1919	Dec., 1919	June, 1920	Dec., 1920	
Minneapolis.....	16.8	....	*.1	*2.0	8.0	10.7	36.8
New Orleans.....	12.0	....	†	.1	10.8	12.9	39.7
Pittsburgh.....	14.5	....	7.6	13.5	15.5	34.9	35.0
Richmond.....	10.5	....	1.0	3.6	9.8	12.5	25.9
St. Louis.....	13.4	....	2.7	3.8	16.8	29.8	42.4
Scranton.....	10.9	....	.5	6.2	2.4	17.2	18.5
Atlanta.....	10.4	....	14.0	14.5	32.6	40.4	73.1
Birmingham.....	12.2	....	8.1	12.8	34.9	40.3	68.5
Cincinnati.....	14.4	....	.2	.8	12.8	13.6	25.0
Denver.....	12.0	....	12.8	21.8	33.5	51.9	69.8
Indianapolis.....	13.1	....	1.6	2.6	11.6	18.9	32.9
Kansas City.....	13.6	....	5.4	6.7	26.0	29.4	63.9
Memphis.....	13.5	....	†	8.2	23.1	35.9	66.2

\*Decrease. † No change.

## AN INTERESTING HOUSING EXHIBITION

An interesting exhibition of some of the more recent improved housing developments in the country assembled by the Massachusetts State Chamber of Commerce was shown in Boston recently. The exhibit showed, among others, the work of Electus D.



Litchfield at Yorkship Village; John Nolen, Town Planner's work was shown by photographs of the Union Park Gardens Shipping Board development at Wilmington; the Housing Company of Boston was represented by exhibits of its work for the West Boylston Manufacturing Company at Easthampton, Mass., and similar developments at Shirley, Mass., Atlanta, Ga., Sandusky, Ohio, and Kewanee, Illinois; George F. Marlowe's work at Lawrence, Mass., and Maynard, Mass., in the developments of the Homestead Association of the American Woolen Company, also his schemes at Naugatuck, Conn., for the Goodyear India Rubber Glove Company and for other concerns at Norwood, Mass., and Lockport, N.Y., were among the interesting exhibits.

The New York firm of Murphy & Dana showed the work that they had done at Waterbury, Conn., for the United States Housing Corporation. Among other exhibits were the Indian Hill development of the Norton Company near Worcester, Mass., of which Grosvenor Atterbury was the architect; Clinton Mackenzie's development at Kingsport, Tenn., and a number of plans prepared by the Architects' Small House Service Bureau of Minnesota.

All in all it was a very representative exhibition of what America has done in recent years in the field of improved housing development.

## THE HOUSING OF WOMEN

With the increasing entry into business and professional life of the woman wage-earner, the housing of women has taken on a new significance.

Recognizing this situation the Y.W.C.A., which has been a pioneer in the housing of the woman wage-earner for many years past, has initiated a national movement for the providing of the right kind of housing accommodations for business and professional women throughout the country.

Miss Blanche Geary, head of the Economic Department of that organization, recently completed a tour of the Western States where she helped in the organization in several communities of various social agencies pledged to make a survey of the housing needs of employed women.

Committees are at work in this direction in the cities of San Francisco, Los Angeles, Fresno, Sacramento, Seattle and Chicago, and 55 local societies are at present making surveys preliminary to adopting plans for building.

Sixty local associations are reported to be at work building residences, apartment houses or hotels for travelers, coöperative apartments for business women, residences for girls on low wages, and homes for colored girls.

## THE REFRIGERATOR HOUSE

According to a recent article in the *Improvement Bulletin* a type of house has been developed in Canada devised especially to keep the cold out. It is stated that the house is built on the principle of a refrigerator with insulated walls. Such a house has been subjected to the test of actual use through the period of a year, being occupied during that time by the inventor of the design and his family. During the hardest weather of the winter of 1920 when the thermometer fell to 40 below zero, it is stated that the house stood the test well, the house having been heated throughout with electrical heat during the very coldest weather. The walls were designed to keep cold out and appear to have done so.

A word may not be inappropriate as to the method of construction employed:

The walls are hollow, the outer walls being cement plaster on metal lath with a top coat of stucco. Back plaster is placed between the metal lath and the studding. The outer wall is a sheet of concrete one and one-half inches thick. The inner wall is of two layers of asphalt paper with wood lath and plaster on top. The airtight space in the walls is filled with insulating material, granulated cork with a mixture of planer shavings. The theory on which it is built is to prevent the movement of warmed air toward a cold surface.

The cost of construction was given as 10% above ordinary methods. The purpose of the test in construction was to learn how greatly heat conservation might be developed. On the cold prairies of Saskatoon the conservation of heat and fuel in winter is an important item. The test house has attracted much attention from construction and heating engineers.

## REALTORS ADVOCATE CITY PLANNING

Fred. E. Taylor, of Portland, Oregon, the President of the National Association of Real Estate Boards, has recently issued an important letter to all realtors throughout the country on City Planning. We give it below:

Until a few years ago the average realtor and layman looked upon city planning as propaganda calculated to bring about a complete rebuilding of our cities, thereby entailing a tremendous expenditure of public funds and a corresponding increase in tax burdens.

Today, however, the popular conception of city planning does not embrace any broad program for remodeling the old parts of our cities but confines itself more or less to a consideration of plans for the development of new or ultimate districts along sensible, scientific lines.

When our forefathers first settled on the prairies and carved their little settlements out of the forests they were in many instances not so much concerned about considerations of beauty and convenience as they were about building their communities in such a way that they might best be able to resist the hardships of those primitive days.

Even later on, when many of the early hardships had been entirely obliterated, the typical American pioneers hardly dreamed that there would some day be need for parks and playgrounds, or for wide boulevards and parking spaces to accommodate the rush of automobiles, street-cars, trains and the conglomeration of other vehicular and pedestrian traffic so characteristic of our modern cities. Had these pioneers been able to foresee present-day conditions, many of our more serious problems would not be with us to-day.

But, knowing as we do now the many advantages of a properly planned city and having a scientific understanding and appreciation of those elements which tend toward the ideal community, we are estopped from denying the wisdom of utilizing the trees, the water and the natural contours, and studying out in advance the proper relation between the ultimate business, industrial and warehouse centers, the residential districts, and the location of schools, parks, boulevards, playgrounds, public buildings, fire stations and the many other properties that serve the general public.

Many of our cities now have city planning commissions. Usually the commissioners serve in advisory capacity with a planning manager delegated to work out the general program within the bounds of the commission's authority. Their work is necessarily limited largely to investigation and research, to

the stimulation of popular sentiment and to an inauguration of their plan through the regular administrative channels.

To do its work properly the commission must have at its constant command reliable information on real estate values and tendencies; and for that reason we have a right to suggest that there should be at least one practical realtor on every city planning commission and that extreme care should be exercised in selecting safe and conservative, yet far-sighted men as the other members. The snap judgment of men not trained in the broad subject of real estate might result in blunders that would work severe injustices on individual property owners and serve to defeat the very purposes the commission may have in mind.

City planning activities along practical lines are surely entitled to the cordial support of individual realtors; and in my opinion each realty board within the jurisdiction of the national association should have a special committee on city planning to work out the recommendations adopted by the 1920 annual convention of the association at Kansas City.



## MY AIN WEE HOOSE

It's just a wee bit placie  
But I've always paid the rent,  
• Noo the factor has the facie  
Tae clap on thirty per cent.  
For my ain wee hoose,  
For my ain wee hoose,  
Oh, it's no' fair tae charge me ony mair  
For my ain wee hoose,  
For my ain wee hoose.

The paurlor's needin' paper  
An' the kitchen wants whitewash,  
We canna' get hot watter  
For the biler's gane tae smash,  
In my ain wee hoose,  
In my ain wee hoose,  
The lum reeks an' the fire's been oot for weeks,  
In my ain wee hoose,  
In my ain wee hoose.

The drains are needin' liftin'  
An' the winda's wantin' gless,  
There's mice ahint the skiftin'  
An' blackbeetles i' the press,  
In my ain wee hoose,  
In my ain wee hoose,  
It's the top flat an' ye couldna swing a cat,  
In my ain wee hoose,  
In my ain wee hoose.

—CHARLES NESS.  
*In Edinburgh Dispatch.*

## A PROGRESSIVE COMMUNITY

That the Zoning movement becomes each day increasingly popular is shown by the tendency of the smaller communities to take up Zoning. White Plains, a city of 23,000 inhabitants, most of whom do business in New York City, about 22 miles away, has recently adopted a modern uptodate Zoning Ordinance under the guidance of Herbert S. Swan, as consultant. Hitherto, like so many other communities, White Plains has been without laws regulating building construction. Any one could do practically anything he liked. Tenement houses could be built in private residence districts, rooms without windows, entirely dark, without limit, could be erected, buildings could be built up to the side lot line and in general each individual citizen enjoyed what has been described as "self-determination."

The citizens of White Plains have now waked up to the fact that, pushed to the extreme, this might become for the community "self-extermination" and with vision and progressiveness have adopted a far-reaching Zoning Ordinance.

An important factor in enabling them to reach a decision to undertake this work must have been the daily impression on their minds of the extraordinarily successful and far-reaching reclamation work now nearing completion and carried on for several years past by the Bronx River Parkway Commission, probably the most instructive example of intelligent town planning work in rural districts in the United States, converting, as it has, a route which until a few years ago was an eye-sore all the way, into a vision of beauty and delight.

The thousands of commuters from White Plains travelling this route to New York City twice a day, day in and day out for many years, must have been deeply impressed, even though subconsciously, with the value of intelligent town planning work, and so it is not strange that White Plains should have adopted a zoning ordinance.

## CO-OPERATIVE HOUSING

What with the withdrawal of the speculative builder from the housing field because of high prices of materials, labor and money, the coöperative apartment house has become increasingly popular.

An informative article setting forth the experience of his company by Edward A. MacDougall, President of the Queensboro

Corporation of New York City in this field, and giving some of the details and methods of operation was published in "Housing Problems in America," Vol. 8.

Recently two pamphlets on the subject have been issued, one by the Department of Farms and Markets of the Division of Foods and Markets of the State of New York entitled, "Coöperative Housing." This is a 10-page pamphlet. Another pamphlet entitled, "Coöperative Housing" has recently been published by the Coöperative League of America.

## STANDARDIZING SLATE AND REDUCING COSTS

Standardization of building materials is more and more attracting the attention of architects, builders and material men. The latest contribution to the data on this subject is Chapter 5 of a Series on Structural Slate, entitled "Toilet Enclosures" which is compiled by the Structural Service Bureau of Philadelphia, of which D. Knickerbacker Boyd is the head, in coöperation with the Structural Slate Co., of Pen Argyl, Pa.

The entire Series deals with the question of standardizing all types of slate installations. The purpose of the Series is to make readily available to everyone the results of an analysis of sizes, arrangements, erection and standardization of parts, that may be most effectively, quickly and economically installed to meet sanitary and practical requirements.

For years, the production of slate has been dependent upon the varying orders at different times of the year. Under conditions until now existing, the slate has had to be quarried, split, cut and finished to suit each individual order. Due to the lack of uniformity in design or size, it has not heretofore been expedient to produce material in advance, which was not certain to be eventually required. This has not only resulted in enforced unemployment, but vexatious delays, because, when orders have been received, conditions may not permit the workmen to produce.

With the coöperation of architects, owners and contractors through adoption of these standards wherever possible, the men may be kept at work in the quarries or mills practically the year through. In this manner the standardized parts may be produced in advance and kept in stock for almost instant delivery when needed.

Chapter 5 is illustrated with drawings and perspectives of three types of toilet enclosures, and combined with data on space requirements, codes, descriptions and price lists of each type, is most conveniently arranged for study and analysis by the architect, owner and contractor. The drawings also show details of joints, typical shop details and Government Type enclosures. The text is clear and well written and contains a suggested form of specification for slate enclosures which should prove of invaluable help in furnishing a common basis of understanding between the architect and the contractor.

Of the Chapters already published the first describes the Origin of Slate and gives information regarding the geologic formation, methods of Commercial Grading and Standard Finishes. Chapter 2 is entitled "Basic Specification" and contains data relative to preparatory work, in addition to specifications for all types of slate installations. Chapter 3 is made up of specifications, details and much informative data concerning stairways. Chapter 4 illustrates fittings applicable to all slate installations.

Additional Chapters are in course of preparation and will detail and describe the use of slate for Shower Stalls, Urinals, Laundry tubs and many other varied uses of Structural Slate. These will eventually be combined and issued as one publication relating to the Slate Industry—The Series will commend itself to the closest attention of every architect and builder, and all owners contemplating construction work.

## EXEMPTION OF MORTGAGES FROM TAXATION

One of the measures which have been urged with most insistence during the past two years as a means of relieving the housing shortage and stimulating the flow of investment capital once more into dwelling house construction, has been the suggestion that mortgages on dwelling house property, up to the amount of \$40,000, should be exempt from both state and federal taxation.

While fully aware of the objections that pertain to a policy of exemption generally, the Calder Committee recognizing that there already existed exemption for 14 billion dollars worth of securities, have advocated the exemption of real estate mortgages from both federal and state income taxes. This proposal has found widespread support throughout the country among financial and



real estate interests and also a considerable measure of support from the general public.

An illuminating discussion of the disadvantages of this suggestion will be found in the Report of the Special Joint Committee of Taxation and Retrenchment of the New York Legislature of which Senator Frederick M. Davenport is Chairman. All persons interested in this subject should obtain a copy of this report. In an interesting 6-page discussion of this subject the report has the following important comments to make on this scheme:

“As a result of the committee’s investigation of the mortgage exemption problem it became clear that undue emphasis had been laid by many exemption advocates on the shortage of mortgage money as a factor in the housing crisis. It was evident that fear on the part of investors and builders that the cost of housing construction would recede in the near future, played a far more important part in the situation than capital shortage. In fact, much of the capital shortage was traceable to this fear rather than to any indirect effect of the tax system. The investor feared the shrinkage of his security more than the slight curtailment of his income through taxation. The labor situation, the contracting rings, the building material uncertainties, and the anti-rent profiteering legislation were elements of real importance in the opinion of this committee, playing a far more important part in the housing shortage than the taxation of mortgages.”

## THE PLATTING OF LAND

One of the interesting points at which City Planning and Housing are inter-related is in property subdivision and the platting of land. Housing workers, therefore, as well as city planners will be keenly interested in the excellent series of regulations governing the platting of land which have been adopted by the City Planning Commission of the City of Akron, Ohio. Among the significant features of these rules may be mentioned the following:

All residence lots shall be 45 feet or more in width.

Street corners shall be rounded with a radius of not less than 5 feet.

Corner lots shall be of sufficient width to permit a side street setback restriction of not less than 15 feet.

The minimum setback or building line shall be 15 feet from the street line, and more than 15 feet may be required where depths of lots and neighborhood conditions warrant it.

In residential allotments, the Commission will require the allotter to dedicate for playgrounds an area which shall be deemed adequate for the future residents of the allotment.

## CAUTION TO HOUSING REFORMERS

Housing reformers in the United States should give heed to a case in England settled last summer in which £5 damages was awarded for a slander contained in a lecture on Housing delivered by Lady Mabel Smith at Denaby, England, about a year ago. The slander complained of was contained in the following portion of Lady Mabel Smith's speech:

I know a good deal about Denaby, and more than I care to know for my peace of mind of the conditions of Denaby. I read in the Urban Powers Inquiry that the colliery company holds land on which it intends to build houses in the future. It rests with you now to say how these houses shall be built. If you are going to see in the 20th century houses, streets, open courts and all the horrors that are here perpetrated again I dare not walk about Denaby alone. Not that I am frightened of the people, but I do easily lose myself in the place. I do know something of the scavenging or want of scavenging in Denaby. It is incredible to me how you have gone on so long in these conditions. The same conditions exist here today that existed when I first came. It must be difficult and nearly impossible to bring up your children under proper moral conditions. How can you bring up children in such surroundings?

The defence was that the words were true and fair comment. Before the case was tried the jury visited the district.

Mr. Waugh explained that the company owned 1,709 houses, which were let to its colliers. The company had provided for and looked after the mental, moral and physical welfare of the colliery workers in a way that was to its credit.

Mr. Harry Wharton Smethurst, architect to the company, said that as regarded sanitation, each batch of houses erected had been an improvement on the previous one.

Dr. J. J. Henry, medical officer of health for Mexborough, said that Denaby Main was a fairly healthy mining village, but he agreed

that the privy midden system was a horrible one and that the sooner it was done away with the better it would be.

Dr. J. McArthur said that with regard to the infantile deaths from enteritis and diarrhea the proportion of Denaby to the rest of the district was a high one.

Lady Mabel Smith said that she had seen in the day time in Denaby the contents of the privy middens emptied into open carts. In her lecture at Denaby she referred to the conditions there as "horrors." She still held to that description. She held the view that it was undesirable that the colliery company or any other large industrial undertaking should hold the houses in which its work-people lived.

Dr. Arthur Dunne, medical officer of health to the Doncaster Rural District Council, said that the state of affairs at Denaby was most unsatisfactory. The outbreak of enteric fever in Denaby in 1911 was largely due to infection and propagation from the privy middens.

George Henry Smith, a collier, residing at Denaby, said the flies were so numerous that the people could hardly live for them. The contents of the privy middens were emptied on to the ground in the yard, and were collected sometimes two hours later.

Miss Elizabeth Swallow, of Mexborough, health visitor and school nurse for Denaby under the West Riding County Council, said that the word "horrors" was not too strong to apply to the sanitary conditions at Denaby.

The jury was absent for nearly two hours. The Judge remarked that the case had been a very difficult one and added "I may say that the jury has come to a very sensible verdict."

American Housing reformers should be glad that they live in America!

## **MINING COMPANIES PLAN TO IMPROVE HOUSING CONDITIONS**

The recent dramatic coal strike in England calls attention anew to the sordidness of the living conditions which prevail in most mining communities in America as well as in England. It is therefore particularly gratifying to learn of an announcement made recently by the Lehigh Coal & Navigation Company of a new policy with regard to the housing of their employees. According to this announcement it is the plan of this company to facilitate



the acquiring of their own homes by the miners and to erect homes of a more substantial nature and with all modern conveniences to house their vast family of workers. It is stated that other coal companies in the anthracite regions are following suit. The account adds:

In the early days of anthracite mining the coal companies erected homes, and every village, always situated in close proximity to the collieries, had but few private homes. But in the evolution of time, workers grew farther away from their places of employment, villages gave way to the ramifications of coal mining, homes were razed as operations were extended and extensive stripping of the surface became necessary, and there arose in some central sections a city of cosmopolitan population.

But it is a happy augury that the big anthracite companies are beginning to realize the necessity of housing their employees in homes of modern conveniences, adding to their general well-being and placing them in the sphere of higher citizenship. The days of shacks and hovels in the coal fields of Pennsylvania will soon be but a memory.

## HOW THE POOR LIVE IN BALTIMORE

A very distinct service has been rendered by the Family Welfare Association of Baltimore through a study made by its 10 District Secretaries of housing conditions among the families with which the association is dealing.

The study in question was made during the months of August and September of last year.

### ROOM OVERCROWDING

Setting forth the standard of room overcrowding adopted by the U. S. Department of Labor that "overcrowding begins when the number of rooms per person falls below one," the study of the Family Welfare Association disclosed the fact that the number of rooms per person among its people varied from .57 in the Southeastern District to 1.03 in the Northern District. It was found that the number of rooms per person fell below one in every district of the 10 except the Northern District. In one district, viz., the Southeastern District, inhabited largely by Poles, the average was a little over a half a room to a person.

The survey says rightly that "if we accept the standard of the Department of Labor we must conclude that overcrowding has not



only begun but is well developed in several of our districts and that the families in our care are living on a standard considerably below those who are enabled to spend an annual income of \$1300."

### LACK OF LIGHT AND AIR

With regard to light and ventilation, the survey disclosed an extraordinary situation for Baltimore, which has always been considered a city in which the problem of lack of light and air was comparatively unknown because of the type of house which is the prevailing type of residence in that city. The survey disclosed, however, that of 658 families studied, 195, or nearly  $33\frac{1}{3}\%$  were living in apartments which contain on an average of  $1\frac{1}{2}$  dark rooms each. In one district, the Patterson Park District, 60 families were found living in apartments containing 98 inside rooms. These are in comparatively new dwellings and form part of the recent industrial development of this section.

### PREVAILING RENTALS

The survey showed that in the year 1920, for 658 families, averaging 4.88 persons per family, that the average annual rental was \$190.32. In the Polish District the average annual rental was \$124, while in the Western District the average annual rental was \$286.

### SANITARY CONDITIONS

With regard to sanitary conditions, the report shows that out of 658 families, 96 or nearly 16% are living under conditions with no means of sewage disposal, 405 or nearly 66% have no baths and 59 or nearly 10% are living without running water. The detailed figures disclosed by this interesting and important study are given on page 132. The Association says with reference to them: "This statement is intended merely as a glimpse at the housing conditions of our families to those who are interested in the work of the Association. Neither comprehensiveness nor absolute accuracy are claimed for them and they are subject to such correction as further study may indicate."

The Baltimore Family Welfare Association has set an example to the social welfare and charitable associations throughout the country which every such association might wisely follow with reference to conditions existing among their people. We hope that

every charity organization society, "by whatever name known," will go and do likewise.

#### HOUSING CONDITIONS

District	No. of Families	Persons	Rooms per Person	Inside Rooms	Families No. of Rooms	Per week per Person	Total Rental per Week	Annual Rental Family <sup>5</sup>
So. Western . . . . .	60	323	.88	19	29	\$.70	\$227.62	\$182.
Nor. Western . . . . .	79	379	.84	36	55	.99	375.25	257
Middle Western . . . . .	86	378	.89	16	29	.89	275.40	189
So. Baltimore . . . . .	100	561	.78	36	50	.59	330.45	153
Patterson Pk. . . . .	51	261	.73	60	98	.63	163.15	163
Western . . . . .	16	51	.76	6	7	1.10	56.25	286
Northern . . . . .	77	392	1.03	12	21	.83	330.20	218
No. Eastern . . . . .	46	224	.91	3	6	.80	179.90	208
Old Town . . . . .	69	257	.95	5	9	.89	229	231
So. Eastern . . . . .	74	385	.57	2	2	.48	184.40	124
	658	3211		195	306		\$2351.62	\$190.32
								Average

#### SANITARY CONDITIONS

		With Sewers	Without Sewers	Running Water and Bath	Running Water Only	Neither
So. Western . . . . .	60	39	21	18	40	2
No. Western . . . . .	79	72	7	41	26	12
Middle Western . . . . .	86	62	24	29	44	13
So. Baltimore . . . . .	100	79	21	20	77	3
Patterson Pk. . . . .	51	49	2	11	35	5
Western . . . . .	16	16	0	7	3	6
Northern . . . . .	77	59	18	50	19	8
North Eastern . . . . .	46	46	0	5	35	6
Old Town . . . . .	69	67	2	18	49	2
So. Eastern . . . . .	74	73	1	5	67	2
	658	562	96	204	395	59

#### A DEPARTURE IN ZONING

On March 14th the City Council of East Orange, N.J., unanimously adopted their Zoning ordinance and map, and in doing so

the President of the City Council said that he considered it the most momentous and far-reaching piece of legislation that any City Council of the city had ever enacted. When we started in on the work six months ago there was considerable opposition, particularly on the part of people who felt that they had a God-given right to use their property as they saw fit, but as the result of a careful and scientific study of all the contributory factors, an ordinance was drafted which met so strongly with popular approval that the opposition disappeared almost entirely and the public insistently demanded its adoption.

The East Orange Zoning ordinance differs from previous ordinances in that various simplifications were there tried out for the first time. Virtually all previous Zoning maps have contained 3 or 4 different kinds of districts,—those for height, those for area, those for use and those for setbacks. Oftentimes they were superimposed in different colors one on top of another, but at best there were anywhere from 9 to 25 different kinds of districts in all. In East Orange we succeeded in meeting all of the requirements with only 6 types of coterminous districts in which height, area, setback and use were all taken care of. There are three residence types, two business and one industrial type.

There has been great difficulty in the past in the multiplicity of ordinances and bureaus that were concerned with building matters. In East Orange an attempt was made to simplify this by revising the building code and all other ordinances affecting building at the same time that the Zoning ordinance was being drafted and they were carefully codified so that everything that had to do with construction and fire prevention was put into the building code and everything that had to do with the use or layout of buildings was put into the Zoning ordinance. Fire limits were coördinated with the Zoning districts and both of these ordinances are being published in the same volume with a common index. It is a vast improvement and simplification from the standpoint of everyone who has to do with building construction.

The handling of public garages has been one of the biggest problems in all Zoning ordinances. In East Orange we have made a drastic departure from other Zoning ordinances by removing the location of public garages from the discretion of a Board of Zoning Appeals and stating definitely in black and white in the ordinance under just what conditions public garages will be permitted in the business districts. The real estate men and the archi-

pects and builders feel that it is a very practical solution of a most vexing problem.

Before Zoning was undertaken in East Orange there had been a smoldering interest in general city planning but it needed something to make it burst into flame. This the success of Zoning did; for, when the City Planning Commission asked for an appropriation to make a comprehensive city plan, they found that the impetus created by the success of Zoning made it easy for them to secure without any question the appropriation they needed for working out the city plan.

GEORGE B. FORD,  
Director, City Planning Department,  
Technical Advisory Corporation

## BUILDING ON THE INSTALLMENT PLAN

An interesting scheme has been developed by Samuel N. Reep of the Minneapolis Real Estate Board for the building of what he calls "unit houses," namely, a house which can be added to or extended when the financial resources of the owner permit and yet at the same time can be done in such way as to carry out the plan of the house as conceived before it was started. About a dozen of these unit houses are being built at the present time in Minneapolis. In a recent communication it is stated that the cost of the first unit will run from \$2700 to \$3500.

The essence of the plan is flexibility and the idea of making it possible for people of small means to build their houses on the installment plan. Mr. Reep describes the scheme as follows:

The principal objection to the small bungalow was that sooner or later the occupant would want more space and would then be compelled to sell and purchase a larger one. The Unit House solves this problem completely; for, additional units may be built and still the house will be complete and will look attractive after the completion of each unit. The original plan provides for the addition of units at a minimum of cost. No heating and plumbing need be moved and the first unit anticipates the addition of other units.

The Unit House is so built that the first unit is large enough for a small family and that additions can be built as they become necessary. The first unit is absolutely modern, which makes it possible to finance. It has a large living room, bed-



room, kitchen, bathroom, full basement and complete line of heating, plumbing and electric lights. It is well planned by a competent architect so that it looks stylish and complete from the first unit to the last. The cost of the first unit will be only about two-thirds of the complete house. Thus when the complete house costs \$5000, the first unit would cost only \$3500; and yet it can be financed, because it is completely modern and is stylish in appearance. This great reduction in the first cost of a modern home will make it possible for thousands of families to leave rented apartments and begin living in their own homes. Since the original cost is so much less, the monthly payments will also be less, which will make it possible to pay more on principal and therefore get the deed much sooner.

Under this plan the owner of a good lot can have the entire house financed; and his monthly payments would not be more than the rent of an apartment with the same number of rooms. In addition he would be paying off part principal and also have larger rooms, a full basement, a garden and yard and the privacy that builds character and raises noble families. At the end of a few years he has a deed in his pocket instead of a bunch of rent receipts. He can bid farewell to his landlord and make him a present of all his past rent receipts.

The Unit House is planned so that there shall be no waste in materials when new units are added. It is planned also that standard sizes and materials can be used and all waste eliminated. It is the first time in Minneapolis that we have master architects giving their minds to the Unit House, and because of a public spirited desire to resume home building the cost of these plans with specifications complete is made the minimum. It is a house that needs no apologies and its pretty designs worked out by master architects makes the home owner proud of his modern home. The psychology of the modern girl must be considered. She will not move into the primitive home where the women of yesterday were willing to live. The general standards have advanced too much for that. A woman does not want to apologize for her home. The Unit House solves this problem fully.

Various types of plans for the unit house can be seen at the office of the Home Financing Corporation, 514 Builders Exchange, Minneapolis; the corporation is willing also to accept contracts for the financing of these homes to the limit of its

funds. We believe that funds will be available for the financing of 1,000 unit homes during 1921. This will do much to relieve the housing shortage and make Minneapolis a city of homes. Home ownership is the basis of good citizenship.

## TESTS FOR TEMPERATURE LOSSES

Hitherto in this country nearly all of the practical tests which have been carried on with reference to building materials have been from the point of view of fire protection and strength or safety. There have been few tests made thus far of various materials with regard to their value in keeping out cold, a most important consideration in certain parts of the country, especially in the great Northwest. Nor have tests been made with regard to the porosity of materials and their suitability for use in outer walls from the point of view of keeping out dampness or preventing sweating or condensation.

A very important series of tests with regard to temperature losses has recently been carried out by the Morgan Park Company at Morgan Park, Duluth, Minn. According to information furnished by Mr. John M. Davidson, Manager of the Morgan Park Company, five small test houses of different forms of hollow wall construction were built with the following wall designs:

1. Van Guilder double monolith concrete wall with continuous air space throughout, filled with oiled sawdust.
2. Van Guilder wall of similar type, omitting any filling.
3. A special double wall of hollowed out concrete blocks, arranged to interrupt convection at every course.
4. The hydro-stone pressed concrete block built as a double block wall with vertical air spaces.
5. Wood studding sheathed on both sides with plaster board, stuccoed on the outside and plastered on the inside.

The houses are about 8 feet 6 inches square and 8 feet 6 inches in height to the ceiling, and provision has been made for the continuous observation by four thermometers in each structure to give comparative temperatures in the outside air, in the air space within the wall, at one inch within the inner face of the wall and the center of the room. Each house is electrically heated, so that an equal amount of heat can be introduced into each chamber with certainty and the resulting temperatures observed are supposed

to indicate the comparative heat losses through the different kinds of walls.

The inner surfaces of the walls are also prepared to enable observation as to the effect of humidity introduced into the chamber. To prevent absorption of the humidity by the concrete surface, the entire interior surface is painted, but in each structure part of the interior wall is coated in addition with one coat of plaster plus a coat of wall-paper. While it is difficult to reproduce in such manner the humidity conditions prevailing in a dwelling house, nevertheless it is believed that some reliable conclusions can be taken from this experiment.

These tests are now in progress. The purpose, of course, is primarily to ascertain the relative warmth under our climatic conditions of concrete or masonry houses possessing an air space as against frame houses of the usual good construction, and incidentally to determine if it would be safe to apply interior plaster directly upon concrete surfaces, provided that we could dispense with the usual interior furring and thus save some expense in first cost and future maintenance.

## A HOME IN A TRUNK

One result of the present housing shortage has been in the stimulus which it has imparted to the activities of the inventor. The latest ingenious scheme which has come to our notice is that of a French inventor M. Louvet, who, utilizing the great developments which modern electricity has made possible, has devised what is said to be a complete household equipment containing all the modern accessories of a modest household so reduced to narrow limits of space that it will all go in a trunk measuring 49 by 54 by 53 inches.

The furniture which is collapsible, consists of a bed for two persons with a metal spring, mattress and necessary sheets and bedding; a child's cot with springs and bedding; a table 49 by 30 inches; a sideboard with dishes for three persons; a sewing machine which may be operated by electricity; a linen closet containing all the linen necessary for a household and child; a chaise longue; two chairs for adults and a child's chair; a folding stool for adult or child; a flat table which may be used for desk or dressing table; a lady's mirror; a sewing table with all its accessories; a carpenter's work box; a stove to which may be attached electric service and other accessories of home, such as lamp, pictures, etc.



If this invention proves practicable the modern landlord will have new terrors added to his existence, for it will then certainly not only be cheaper, but easier to move than to pay rent!

## IMPROVED HOUSING ON THE FARM

A report issued by the Department of Agriculture at Washington some months ago points out the great progress that has been made in recent years in beautifying and improving the farm homes in the South. A factor in this result has been the work of the Home Demonstration agents of the Department. In the year 1920, 1500 farm houses were built in the South according to the plans recommended by the Home Club agents, 2736 were remodelled, 2677 had lighting systems installed, 19,270 had kitchens improved and made easy to work in, 26,811 labor saving devices were made or purchased and 29,666 front yards were beautified.

The Department of Agriculture states that:

"When extension work with the women was started ten years ago, it aimed first to lighten women's work and to lift it out of the realm of drudgery and to aid in food problems. As these problems were being solved the question of clothing, home conveniences, increased poultry and dairy production, sanitary improvements, food composition, food values and practical arrangement and furnishing of the kitchen were brought up by the women. This led to demands for practical plans for the whole house and for information as to its best location, drainage, water supply, lighting devices, inside arrangement and decoration."

## PRACTICAL TRAINING COURSE IN HOUSING AT HARVARD UNIVERSITY

Harvard University has established this year a new group of graduate professional courses in social administration. Among these courses is one on the Housing Problem and the Social Aspects of Town Planning, which has been given, by Professor James Ford in the second semester. The course is of 45 lectures and began February 14. The announcement of the course is as follows:

"The methods of social investigation, the framing of social legislation, the enforcement of law, and the execution of broad social policy are all illustrated by means of problems of housing and town planning. The underlying principles of economics, government and ethics are considered and applied. Subtopics include a survey of housing conditions, the relation of housing to health and to the police power; health laws, building laws, and housing laws; administration of housing departments, rentals, types of housing, economical house plans and materials, Garden Suburb and Garden City movements, agencies of house construction (e.g., operative builders, employ-



ers of labor, municipalities, or states, co-partnership tenant societies); relation of taxation to housing; the financing of house construction; street planning, districting and lot subdivision in residential areas.

"The field work will ordinarily consist of housing inspection under the direction of a health department or housing association. Original research on special problems within this field may be substituted for field work with the consent of the instructor. The exceptionally large collections of housing photographs and plans in the Harvard Social Museum will be accessible to students in this course."

It will be possible for students who are primarily interested in the health aspects of the housing problem to combine this course with work in the School for Public Health Officers under Professors Whipple, Rosenau, and others; those primarily interested in city planning can combine with courses by Professors Pray and Hubbard in the School of Landscape Architecture; those interested in housing in its structural aspects can combine with work in the School of Architecture, taking courses on building construction under Professor Killam. If interested in the industrial aspects of the problem, the student would combine with courses in labor problems and employment management in the Department of Economics and the Graduate School of Business Administration; and those primarily interested in the social aspects of the problem would combine with the other courses of the Social Ethics Department given by Professors Richard C. Cabot, Robert F. Foerster, and James Ford.

## WHAT RETURN SHOULD RESIDENCE PROPERTY YIELD?

Much of the ignorance in respect to the economic side of housing flows naturally from the fact that the owners of residential properties have up to now seldom, if ever, kept financial records worthy of the name, and it is not too much to say that most of them at this moment know little or nothing of the underlying factors of real estate investments.

In view of the fallacious attempts by many of our states to regulate rentals at a time when an intolerable situation can obviously be relieved only by new construction, and when it is, therefore, of prime importance to divert capital into the housing field from other and far more profitable fields, it becomes particularly essential to know something of the cost of operating residential property and to establish a method by which gross rentals may be, in fact, equitably fixed under the broad principle that any investor

in residential property is entitled under normal conditions to the return of his capital with interest.

The following tables represent an effort to formulate standards as to the investment status of residential properties. They are based on the returns from a questionnaire sent out to the constituent bodies of the National Association of Real Estate Boards and to owners by the U.S. Housing Corporation on June 30, 1919.

ESTIMATED % INCREASE IN COST OF LIVING IN UNITED STATES  
1913 TO 1920

ITEMS OF EXPENDITURE	INDEX NUMBERS			FAMILY BUDGET	
	1913	1920*	% In-crease	% Ex-penditure	% In-crease
Food.....	100	197	97	38.2	37.0
Clothing.....	100	259	159	16.6	26.0
Housing.....	100	130	30	13.4	→ 4.0
Fuel & Light.....	100	145	45	5.3	2.4
Furniture & Furnishings....	100	272	173	5.1	8.7
Misc.....	100	189	89	21.4	18.9
Average.....	100	197	97	100	97.0

\* December, 1919.

Based on October 1919 report, Bureau of Labor Statistics, U. S. Dept. of Labor.

REVENUES AND EXPENSES IN PER CENTAGE ON INVESTMENT  
RESIDENCES

Factors	Low	Median	High	Revised Median
Maintenance.....	.8	1.4	2.5	2.8
Service.....	.3	.5	.6	1.0
Insurance.....	.1	.2	.3	.2
Taxes & Assessments....	1.1	1.4	1.9	1.4+
Vacancies & Bad Accts....	.5	.7	1.0	.7
Depreciation & Obsolescence*	3.0	3.0	4.0	3.0
Administration.....	.3	.5	.5	.5
Total Expense.....	6.1	7.7	10.8	9.6
Interest*.....	5.0	6.0	7.0	6.0
Gross Rental—Justified..	11.1	13.7	17.8	15.6
Gross Rental—Obtained..	7.5	9.2	11.0	13.8
Deficit on Justified Return.....	3.6	4.5	6.8	1.8
Net Earnings on Investment.....	1.4	1.5	.2	4.2
* Estimated and Assumed	← 1913 to 1918 →			← 1919 →

# APARTMENTS

Factors	Low	Median	High	Revised Median
Maintenance.....	1.2	1.9	4.9	3.8
Service.....	.7	1.6	2.9	3.2
Insurance.....	.1	.2	.3	.2
Taxes & Assessments....	1.1	1.5	2.0	1.5+
Vacancies & Bad Accts....	.5	1.0	1.7	1.0
Depreciation & Obsolescence*	3.0	3.5	4.5	3.5
Administration.....	.4	.5	.6	1.0
Total Expense.....	7.0	10.2	16.9	14.2
Interest*.....	5.0	6.0	8.0	6.0
Gross Rental—Justified..	12.0	16.2	24.9	20.2
Gross Rental—Obtained..	9.1	11.5	14.5	17.2
Deficit on Justified Returns.....	2.9	4.7	10.4	3.0
Net Earnings on Investment.....	2.1	1.3	2.4	3.0
* Estimated and Assumed	← 1913 to 1918 →			← 1919 →

Looking over the tables one may question the factor of Taxes and Assessments—which obviously is different in each community; and the factor of Depreciation and Obsolescence—which is probably too high to be safely used in connection with fairly good buildings in a city like New York for example,—it being assumed, of course, that any reserves that may be set aside can be deposited in savings institutions and allowed to compound at 4%. It is a safe assertion to make, however, that the hazard of residential investments comes, not so much from a physical deterioration as from obsolescence of building type, building equipment and neighborhood.

Naturally in determining the factor of Depreciation and Obsolescence for any particular case, it is necessary to estimate with some degree of intelligence the probable economic life of the property, keeping in mind the outstanding range of factors accumulating to one at 4% interest, at the end of various periods, thus:

.04582	Sixteen Years
.03614	Nineteen Years
.02919	Twenty-two Years
.02401	Twenty-five Years
.02001	Twenty-eight Years
.01510	Thirty-three Years
.01001	Forty-one Years
.00655	Fifty Years

It has seemed to me that if the municipal authorities of our cities could grasp the importance of educating the public to a better understanding of the underlying factors of real estate investments, not only could much of the present bitterness and controversies be avoided but adequate capital could be secured for new buildings, if protected by an enlightened public opinion.

IRVING E. MACOMBER,  
Realtor, Toledo, Formerly Vice-President  
U. S. Housing Corporation

## **"PROGRESS" IN PITTSBURGH**

The Citizen's Committee on the City Plan of Pittsburgh, a private organization devoted to securing the adoption of a proper city plan in that city, has recently started the publication of an 8-page monthly bulletin entitled "Progress." This is a very effective and practical document and all persons interested in the technique of making popular the cause of City Planning should secure copies of this magazine. One of the interesting illustrations in the February issue of "Progress" is an aeroplane view of a portion of the city where a street improvement is projected where, by means of painting a broad white line on the photograph, a striking and easily comprehensible exposition of the scheme is presented that the layman can quickly grasp. Persons desiring copies of this magazine should communicate with Mr. Frederick Bigger, Executive Secretary of the Committee, First National Bank Building, Pittsburgh, Pa.

## **PRE-HISTORIC TENEMENT HOUSES**

For reasons no doubt quite different from those which impel people to crowd together today, the prehistoric inhabitants of North America built huge "community" houses, the ruins of which are remarkably well preserved, according to Mr. Paul A. F. Walter, in "Art and Archaeology." The Bandelier Community House, in New Mexico, built possibly 15 centuries ago, was elliptical in shape, three or four stories high, and contained some 700 rooms. This remarkable building must have been planned as a whole, for there is but one entrance to the inner court. It sheltered scores of families. In the Chaco Canyon stand the ruins of no less than eighteen such houses, in addition to the famous Pueblo Bonito, which once stood five stories high. "The walls are from one to five feet thick,



and are models of skill, patience and good taste. The heavy timbers employed for roofs and ceilings in these buildings must have been transported 50 to 60 miles."

The Pueblo Bonito is semi-elliptical in form, 667 feet long and, at the middle, 315 feet wide. Portions of the fifth story wall are still standing.

Systematic research work is now being undertaken in this district and the resulting enlightenment on an American civilization contemporaneous with the Dark Ages of Europe is certain to be of great interest.

The excavations thus far made throw no light on the important question of adequacy of windows, sanitation or as to the forms of leases that were in vogue.

## MORE HOUSES BURN'T THAN BUILT

According to a report made recently before the Calder Committee, the fire loss in residential construction in the year 1918, was almost as great as the value of the houses constructed that year. According to the National Board of Fire Underwriters, the loss in residential occupancies paid by the fire insurance companies in 1918, was \$63,000,000, which it is estimated would be a sum that would be sufficient to construct about 16,000 houses which cost about \$4,000 per house. During that year 20,000 houses were built. It is thus seen that the fire loss in residential construction, where houses were insured, was almost as great as the value of the new housing constructed.

## SCOTLAND REGULATED SKYSCRAPERS IN 1698

The evil of tall buildings had become so serious in Edinburgh as long ago as 1698, that legislative action was found necessary at that time and an act of the Scottish Parliament then enacted provided that no building should exceed 5 stories in front.

Like the more famous case of the Mansard roof of Paris, designed as a means of evading a law not drawn with sufficient accuracy, the Scotch law soon lent itself to easy evasion. As drawn, the law did not limit the height of the buildings at the rear, and so consequently in order to "beat" the law ingenious architects soon devised buildings which were limited to the legal limit of 5 stories in the front, but rose to a height of 10 or 12 stories in the rear.

## WHAT KIND OF A HOUSE DOES THE WORKMAN NEED?

An interesting two-page leaflet with this title has been issued by the Massachusetts Chamber of Commerce. It deals with the standards which prevail in Massachusetts and which the writers think should prevail in workingmen's dwellings, taking up such important questions as the number of rooms, size of rooms, types of furnaces and laundry tubs, etc.

## THE PRESENT SITUATION IN A NUTSHELL

A pungent paragraph in a recent newspaper states that the most important problem in connection with the nation's housing situation is to find some way of reducing the cost of a \$4000 house from \$12,000 down to at least \$8,000.

## OCTAVIA HILL ASSOCIATION'S WORK

The Octavia Hill Association of Philadelphia, the only association of its kind in America, though there ought to be such an organization in every important American city, has completed almost a quarter century of effort. In its latest annual report it presents an interesting account of some of its recent accomplishments. The chief of these has been the completion and occupancy of a group of 20 two-family houses in Kensington, this being the second group of houses in this neighborhood, the first group having been erected in 1915. Notwithstanding the difficulties experienced through strikes in the building trades and the greatly increased cost of wages and materials, the project has been brought to completion at a total cost of \$137,513. The houses were occupied in July, the tenants being chosen from a long list of applicants. It is reported that the 40 families living in these houses have shown the greatest interest in and enthusiasm for their new homes. Rents of 3, 4 and 5 rooms, with complete equipment, range from \$17 to \$26 a month. The tenants are American born in large part, but there are a number of Norwegian and Danish families.

One feature of the development is one that is worthy of being followed in all housing developments in America. There are no individual backyards. Instead the open space is pooled and will be maintained as a playground and later planted with trees and shrubs.

The work of the Association is steadily increasing, the number of houses now owned by it being 216, providing for 285 different families. The Association also acts as agent for 207 properties housing 441 families.

One feature of the Association's work is the maintenance of its own staff of workmen for its repairs. It now has permanently in its employ a master builder and a master plumber, and it is prepared to estimate on and build or make alterations for its stockholders and friends. During the past year it made repairs to the amount of \$16,379.08. The Model Homes Company in Kensington has made an excellent showing on the financial side during the year that has just closed, the total rentals amounting to \$71,870.75, with a loss of only \$3.25. A dividend of 7% was declared and in addition \$700 was set aside for the depreciation account.

A new Superintendent succeeding Mr. Fred F. Feld was appointed last spring in the person of Mr. Horace F. Case, a man with real estate experience. The Association is to be congratulated on the fine work it is doing and the excellent showing it has made.

## CONCRETE HOUSE CONSTRUCTION

Those interested in the possibilities of building workingmen's dwellings of concrete will find an extremely interesting and valuable report in the document recently issued by the American Concrete Institute. The report in question is a report of the Committee on Concrete Houses of which Emile G. Perrot, the well-known architect, was Chairman. The report is entitled: "Recommended Practice for Concrete House Construction" and is published in the magazine "Concrete," March issue. It deals with such questions as the thickness of walls, strength of floors and roofs, workmanship, materials, design, construction, etc., etc.

## A WOMAN DARES

While business men throughout the country are hesitating to build houses in these times and are holding back, a woman engineer of Rochester, N.Y., Miss Kate Gleason, has given a splendid object lesson of initiative and daring to the more timid sex, and has developed an attractive group of concrete houses in East Rochester, N.Y. The complete scheme contemplates 100 houses of monolithic construction. Last January 57 of these houses had been started, 29 of them had been finished, 57 had been sold, none were rented

and the material for the entire scheme had been purchased. The houses, though of concrete, are very attractive in appearance and present many interesting features.

As to the form of construction, the walls and floors are of reinforced concrete. The basement walls are 8 inches thick, the first story 6 inches and the second story but 4 inches thick. A house with lot is sold for \$4,000 on easy terms, a small down payment and \$40 a month rent. It is reported that the first buyers moved out of a 4-room apartment which they were occupying in Rochester and for which they had paid \$65 a month rent into one of these attractive detached dwellings where one-half of their \$40 a month payment was a capital investment in a permanent fireproof home, built for beauty, comfort and good taste.

Many interesting details of the methods of construction employed in this scheme and especially from the point of view of those interested in the utilization of concrete for home building, will be found set forth in an extremely interesting article in the January issue of the magazine "Concrete."

This same magazine contains also a valuable article giving further data on the cost and construction of the Ingersoll system of houses of which the chief example is to be found at Phillipsburg, New Jersey.

## A ZONING ORDINANCE WITH NOVEL FEATURES

A Zoning Ordinance has been proposed for adoption in Lakewood, Ohio, under the advice of Robert H. Whitten of Cleveland, that contains a number of novel features.

There are eight classes of use districts for (1) single houses, public and semi-public buildings, private clubs, etc., (2) tenements and hotels, (3) local retail business, (4) business and light manufacturing, (5) heavy industry, (6) semi-nuisances, (7) nuisances, (8) special uses, running all the way from aviation fields to refuse dumps.

A feature of this ordinance not to be found in many of the Zoning Ordinances of the country is the requirement that in one-family house districts many of the public and semi-public buildings permitted in such districts can be located only on a lot devoted to that special use; or in a block with street cars in the street in front of it; or opposite or adjacent to a public park or playground or opposite a block in which there are already such public or semi-



public or non-conforming uses; or "in a lot approved after public notice and hearing by the city plan commission."

The ordinance, also following the example of some of the recent Zoning ordinances, limits the number of houses to the acre, while billboards are specifically defined as a "business use" and are thus excluded from residential districts.

## THE SCIENTIFIC KITCHEN

For years thoughtful women have been seeking in the average home a kitchen so designed that the thousands of steps which the housewife now takes may be reduced to a minimum.

Not long ago the Hoosier Manufacturing Company of Newcastle, Indiana, manufacturers of the Hoosier kitchen cabinet, offered a series of prizes in a competition for the best plan and equipment of a model kitchen. A first prize of \$500 was recently awarded to A. Thompson Thorne of Tulsa, Oklahoma, by a jury on which there were as representatives from the architectural profession, Frederick L. Ackerman and Edwin H. Brown. Interesting drawings of the First, Second and Third prize designs in this competition were published in the "American Architect," issue of December 8th, last.

## THE CAPSULE HOUSE

It is reported that a Kansas City man has evolved a new type of dwelling by which he gets a house 22 feet wide on a 25 foot lot and still has 7 feet of yard space left— $3\frac{1}{2}$  feet on each side of the house. This apparently impossible feat is accomplished by making the house cylindrical in shape.

At the foundation the house is 18 feet wide with walls extending vertically up to that point where the cylinder begins to swell. The basement windows are round portholes like the cabin of a ship and perched in the center of the room, like a little turret, is a little sleeping porch. The roof itself is a segment of a cylinder extending over the front porch. Inside are four good sized rooms and a hall which serves as a "spare" room by virtue of a built-in-bed which occupies a curve of the house.

## LEGISLATIVE AUTHORITY FOR ZONING LAWS

The leaders in the Zoning movement have constantly cautioned those undertaking the enactment of Zoning Ordinances to first se-

cure in every case from the legislature an enabling act conferring such powers upon the municipality.

Detroit has recently gone through an experience which adds to the cumulative testimony of the need of such enabling acts.

Resting confident in the belief that the city under its charter enjoyed powers broad enough to permit it to enact a Zoning Ordinance, the Common Council of Detroit proceeded to put into operation an ordinance of this nature. This was promptly tested and the court held that the City of Detroit, notwithstanding its Home Rule Charter, was without such authority.

## THE SIMPLE LIFE ON THE FARM

Some months ago a plumbing concern in Lafayette, Indiana, sent out about 4,000 letters of inquiry to farmers in their vicinity with reference to the conveniences enjoyed by the farmer and the farmer's wife.

The replies to this questionnaire developed the following interesting information:

In 81% of farm homes water is carried into the kitchen by hand.

Outdoor toilets prevail in 92% of the homes.

No bathtubs are reported in 94% of the homes.

Electric light and power are missing in 97% of the farm houses.

Of the farmers 96% have automobiles.

A farmer's wife works fifteen hours a day in the summer and twelve hours a day in the winter.

## NEW YORK'S HANGING GARDENS

It is not strange that New York which has been so frequently described as the modern Babylon, should have discovered what Ancient Babylon discovered many years ago, the advantages of "hanging gardens."

The latest scheme of this kind is reported in connection with the new Ambassador Hotel recently completed and located on Park Avenue, from 51st to 52nd Streets.

In this case the "hanging garden" is an interesting by-product of New York's Zoning Ordinance. Under the terms of the ordinance, after a building reaches a certain height a compulsory setback of the front wall of the building is necessary if the building is to go

to any greater height. In this case the architects have designed a building with a setback of 12 feet at the fourteenth floor and it is this space which the owners of the building are planning to develop as a "hanging garden" for a space of 200 feet. The 2400 square feet of space thus left vacant for light and air will be developed as a lawn with grass and flowerbeds and shrubbery.

## HOUSES OF ADOBE CONTEMPLATED

While England, because of the high cost of building materials, is building a few houses of pisé de terre (rammed earth), Denver, Colorado, is now talking of building houses of adobe construction. According to a statement made not long ago by F. M. Ladd, Building Inspector of that city, "Houses of adobe can be made durable and attractive." He adds that if such houses are properly constructed the city will not oppose their erection. Three conditions are laid down. That such houses shall be permitted only in districts where wooden houses are now permitted; that the method of making adobe bricks and the details of construction must be determined and supervised by the building inspector, and the buildings when completed must be given coats of stucco.

## THE AMPHIBIOUS TENANT

Probably the first instance on record where a house dweller uses the same house as a boat in summer and a house in winter—in the water in the first case and on land in the second—was found recently in Cincinnati.

George Hauser, Building Commissioner of that city, was asked permission not long ago by the owner of a house boat on the Ohio River to place on a foundation on a lot that he owned in Cincinnati the cabin of his boat. The owner plans in the summer to restore the cabin to the boat, thus using it as an all-year round home.

## HIGHER STANDARDS FOR THE HOUSING OF MINERS

In a recent issue of the bulletin of the Colorado Fuel and Iron Company it is stated that a vast change has taken place recently in the standards of living demanded by the miners. As put by M. J. Stickel of that Company: "From 'dobe' and 'tin can' shacks to five and six-room houses with all modern conveniences is a pretty

long leap in housing standards. This is the rather surprising situation in the coal camps."

The same magazine states that at conferences held not long ago with representatives of the workers the question of the type of house desired was fully discussed and it was unanimously voted that the dwellings to be built for use of the employees at the coal and iron mines this year should all be of five-room type with bath, the rental to be fixed at a rate that would cover cost of upkeep and a moderate return on the investment.

## WHY HOUSES ARE SCARCE AND RENTS HIGH\*

Anybody who can crank a Ford car can operate a gasoline diaphragm pump. Any man looking for a snap is recommended to try for a pump job. If he lands one he will have to start the pump in the morning and stop it at night, and occasionally put a little oil on the places where the wear comes. Not many years ago the boy who carried water to the workmen on a building job would run half a dozen such pumps. Nowadays an engineer runs a single pump and gets \$10 a day for starting it, stopping it and pouring on the oil. Each day he has several hours to read the papers, smoke and chat—and consume his noonday meal. But the meal time is also pay time.

In one actual case after the operator had drawn his first week's pay the business agent of the Hoisting and Portable Engineers' Union wanted to know about "that \$2 shortage. That man only got \$8. He's \$2 shy on the noon hour." The employer replied: "Why the man does nothing the noon hour." The agent came back with "Well, doesn't the pump keep on and isn't he responsible?" "We—ll," said the employer, "that's only an hour, so he's only entitled to \$1." "No, sir," came the reply, "that's overtime and must be paid for as double time." And the pump man thereafter munched his food smilingly and watched that gasoline pump add \$2 more each noontime to his pay envelope.

It's all under the rules and perfectly simple. The man who runs the pump must get the rate if he is classified as an engineer. The rules so classify him. Rule 36 of this union reads: "We claim hoisting and portable engines and boilers on buildings and construction work where operated by steam, electricity, gasoline or compressed air, including pumps, syphons, pulsometers, concrete

\*Boston Herald, Feb. 25, 1921.



mixers, stone crushers, air compressors and elevators, where used for hoisters' material, street rollers, steam shovels, cableways, orange peel, clam shell buckets, pile drivers, Dinkey locomotives or any other machine used irrespective of its motive power." The rule obviously intends to leave nothing out. "Any other machine" is a blanket phrase.

A great new building has been in process of erection in the Back Bay. It became necessary to get rid of the surface water that flowed into the excavation. To do this draining the builders installed an automatic electrically driven pump. A floating control started and stopped the pump as conditions made necessary. The entire apparatus was placed in a wooden shack under lock and key. Aside from occasionally oiling the motor the machine required no attention whatever. The union, nevertheless, under the rules declared that the pump must have the constant attention of an engineer.

For the time thus "worked" the builder of that structure had to pay by that interpretation \$168 a week.

Some time ago a hoisting engine needed repairs. The employer asked the regular engineer to do the work on a Saturday afternoon and the following Sunday. The engineer refused. The employer obtained other men for the job. And the union compelled the employer to pay the engineer double time for the period covered by the outside machinists. For—the rules again—the work "belongs" to the union employe. He may decline to do it, but if any one else does it the employe collects just the same. By the rules of nearly all the unions in such cases of absence, payment must be made to the regular union man to whom the work "belongs."

On a Saturday lately some union iron workers placed some re-enforcing steel strips in position for some concrete work on a big structure. The concreters did their job next day and found they had to change the position of some of these steel bars—an easy task. Laborers made the shifts. The iron workers, who had not been on the job at all, collected double time for that Sunday.

Brick masons today are paid about twice what they formerly received. But the owner pays ten times as much for his walls. Thus:—

Not many years ago a good brickmason laid 2,000 bricks a day. The union now customarily limits him to 500. The reduced output per man made it necessary to use more men to get the same amount of work done. The artificial limitation in the number of brick

masons, produced by methods recently explained in the Herald, puts a premium on the available supply. The established union wage is \$1 an hour. But last year, when it was almost impossible to get men, employers bid against each other for emergency forces, and the rate per hour went up to \$1.25, even to \$1.35. Therefore the owner who paid \$1.35 an hour to get his walls up would pay each man \$10.80 for an 8-hour day. As the mason laid only 500 bricks it would take two days' time, or \$21.60, to get 1000 bricks into the wall, to say nothing of the cost of the helpers and the materials. The owner used to pay \$2 a thousand to get his walls and now pays more than \$20. At the Chamber of Commerce hearings a witness showed that the mason who picks up a brick and places it in a wall is paid as much as the brick manufacturer receives for producing the brick—for excavating the clay, moulding and burning it, handling and storing the brick, and all the risks and charges of doing business.

The union painter these days must use a brush of union dimensions. The narrower a brush the longer it takes to cover a surface or the more men must be put on a hurry job. So the union decrees that no brush more than  $4\frac{1}{2}$  inches wide, shall be handled by any member of the union—which is only an indirect way of limiting output. Also the union rules say that no paint-spraying machine shall be used on a union job. Sprayers save time, so the union prefers to have painters do the work with brushes of prescribed dimensions. Not long ago in this city an employer began on a rush order to whiten some big walls with a sprayer. The union's watchman came in a hurry with his ultimatum: "Stop the machine or I order off the men." Today these sprayers—very useful for saving time and money on surface needing only a plain and protective covering—may not be used on any union job.

The lathers, just when the present strike started, had in view a limitation of the amount of work to be done in a day. Sixteen bundles is not a maximum, but it has been the average under union conditions. When the strike came the lathers had pending a demand for twelve bundles a day, a reduction of one-fourth in output.

Other suggestive illustrations of union conditions are easy to cite. A deck hand on a lighter or pile driver in use in wharf building may do nothing whatever but watch an anchor rope, but he must be a member of the Wharf Carpenters' Union and be paid, not as a deck hand, but a wharf carpenter. Concrete, of course, is poured into wooden forms and the forms are later stripped away.

Any laborer could take the planking down, but under the rules a union carpenter must do it, and he gets the pay, not of a laborer, but of a carpenter. Once the materials used in the work of a plumber have reached the first floor of a building only a plumber may handle them. Plain labor may unload them from car or truck and deliver them on the first floor, but then only a highly paid craftsman may touch them. The electric wiring for a concrete building is passed through simple light tubing concealed in the concrete. To handle, bend and place the tubing is an unskilled job, but it must be done by union electricians, with results that loom large upon the pay roll. Similar conditions are true of the placing of concrete reinforcing bars and of sprinkler pipes.

Further: On a big Boston job a man on a concrete mixer and another on a derrick sat idle and a man on a pump had little to do. The employer needed a man two hours for a second mixer. He tried to switch one of the idle men. He could not do so without fracturing a rule. If a man had shifted he could not have gone back to his first job. Violation of the rule would have cost him \$5. So the employer had to order a fourth man from the union. He came, worked two hours, and got a half-day's pay. If an employer fires an engineer he cannot employ another without an O.K. from the union's business agent, who in turn must have time to see if he shall order the first man back on the job as "wrongfully discharged."

According to the rules no one may lift a pump out of a hole and drop it into another hole unless he be an iron worker. This is classified as "rigging" work and with the classification comes the difference in pay. The various rules applying in such matters are so made that when on a Boston job the pumps known as pulsometers were used to remove water from the excavations, and these pumps had often to be relocated, actually every time a pump was moved it required the services of two steamfitters, two plumbers, three iron workers and one engineer, while that engineer and a handy laborer could have done it as well and much faster.

Matters of this kind come under the head of "jurisdictional requirements" and these jurisdictional questions are an expensive feature of the present building system. More than 20 unions have to do with building work. Disputes often arise between them as to which under the rules has the right to do a certain piece of work. So both the carpenter and the iron worker claim the right to set steel sash and door frames. Both the iron worker and the steamfitter claim the installation of pipe railings. Both the metal lather



and the iron worker claim the placing of re-enforcing rods. And the employer must mind his step or find himself in trouble.

And, by the way, when trouble does come with any craft, adjustment tends to be a matter for the decision of one party and not of both parties. For instance the rule in one craft reads:

"In case of misunderstanding between engineer and employer in regard to wages or conditions, engineer shall refer matter to business agent, whose decision shall be binding till next meeting of union."

That is, the arbitrator must be a union man, and the only authority over him is the union itself. The employer's only function is to accept decisions. The owner's only obligation is to pay the bills. And, of course, at the last the public pays the bills, the man who buys the house, the family that rents the apartment, the firm that leases the office, the business that uses the building, the consumer who buys the goods sold in that building. The cases here cited are not isolated, they are representative. Everybody believes real work should have real pay. But rules like these are bound to penalize the public and in the end to damage the whole labor cause.

## LABOR'S OUTPUT

In line with these facts brought out by the investigations of the Boston Committee may be cited similar statistics put forward by the Associated Employers of Indiana this winter in a statement showing the different wage rates and the different output per day for various years between 1909 and 1920, as follows:

YEAR	RATE AN HOUR	BRICKS A DAY
1909	\$0.55	1,100
1916	.65	900
1918	.80	614
1919	1.00	587
1920	1.25	541

In this statement it is pointed out that while the bricklayers' pay has gone up from 55 cents to \$1.25 an hour, the cost to the consuming public of getting bricks laid on the 8-hour day basis has gone up from \$4.40 for 1,100 bricks to \$10 for 541 bricks. Or, stated in another way, it has gone up from \$4 a thousand to \$18.50 a thousand. While wages have apparently increased only one and a quarter times, the actual cost of laying bricks has gone up more than four and one-half times.



An exactly identical situation exists in England, only it is worse over there. There the labor unions have practically limited the output of their men to 350 bricks per day on the Government housing schemes. Recently a firm in a letter to one of the building journals wrote:

In these days of low output we have pleasure in stating that on a building contract we have in hand one bricklayer has built 28,000 bricks in 18 working days—an average of 1555 bricks per day; further, the quality of the work is excellent.

## THE OTHER SIDE OF THE QUESTION

How dangerous it is to generalize on any subject is forcibly illustrated by the criticism that has been had of Labor for its limitation of output. While it is true that Labor has to some extent merited condemnation for this policy, there is considerable to be said on the other side of the question.

In an illuminating address before the Council of the Associated Building Trades in Philadelphia, Sanford E. Thompson, Industrial Engineer of Boston, recently gave the results of some highly specialized time and motion studies made by him in the building trade from which it appears that the number of bricks that can be laid per day depends to a very large extent upon the kind of work and the kind of brick. On this point Mr. Thompson said the following:

I have here a table made up some time ago, showing the number of brick that a bricklayer lays under ordinary conditions in an 8-hour day on different kinds of walls. I find here a range in ordinary building construction of from 2900 brick per day for heavy backing in rough work down to 145 brick per day for Roman pressed brick on fine city house fronts. Now, this difference is due not to difference in scale, not of soldiering, not even to difference in method of managing the work, but solely to the nature of the wall. Some of you who like figuring might figure this up in percentages and bring out the astonishing fact that one man laid 2000% more brick than the other, you might go even further than this, however, and cite the still larger number of brick per day that are sometimes laid in heavy sewer construction. I would not dare figure this up in percentages.

Now, referring again to the table, we find that for an 8-inch blank wall the rate is 940 brick per day, while for the same wall

with occasional openings, the same man ought to lay only 760 brick per day. Again, the same man on a 16-inch blank wall should run up to 1320 brick per day, or if the 16-inch wall has occasional openings, he will drop back to 1130 brick per day.

Mr. Thompson then goes on to show similar extraordinary results achieved in the clothing trade through similar time and motion studies resulting in great economies and in increased output. Through these studies and from the establishment of the resulting standards in the operation of pressing by changing the method of handling the work, but not in increasing the man's labor, results were achieved by which a man could press nearly twice as many coats as before and just as satisfactorily.

Mr. Thompson's address was delivered to the workingmen in the building trades in Philadelphia. Great results should flow from this presentation to the workers of the value of scientific management.

If Labor can be enlisted in a campaign for the elimination of waste and the increase of output, it will mean that in a short time the cost of building can be materially reduced and yet at the same time the individual worker will be able to maintain wages at the high level that organized labor desires, thus making possible a high standard of living.

Every person interested in the reduction of the cost of building and in the welfare of labor should study in detail this important presentation of the subject by Mr. Thompson. It will be found published in the "American Contractor," issue of May 28.

## UNEMPLOYMENT A FACTOR IN HIGH COST OF BUILDING

One of the chief elements that has played a part in slowing up the production of houses in England in the Government housing scheme, has been Labor's policy in limiting output and objecting to dilution. The basic factor back of this policy has been the fear of unemployment.

Only recently has there been a scientific consideration given to the elimination of unemployment as a factor in increasing cost of building.

In a notable address delivered at a recent conference called by the Industrial Relations Committee of the Philadelphia Chamber of Commerce, D. Knickerbacker Boyd, architectural adviser,

structural standardist and spokesman for organized labor in the city of Philadelphia, presented in striking fashion the considerations involved in this question. He said:

The public expects lower building costs and honest building. Builders and building trades must rise to the occasion and put their industry on an efficient basis which will induce an immediate resumption of building.

Just think over what the loss of real working days means on a building job. Everyone knows that regular full-time pay envelopes mean satisfied workers. A man spends more loafing than when he is working. Most building trades lose from 75 to 100 working days a year. It is our duty to both employer and employe to eliminate some of the causes of this wasted time.

The easiest way to overcome the great amount of unemployment in the building trades would be to so arrange it that employment would be nearly continuous. That would mean a building construction program that would be carried on as far as possible throughout the entire year. We should not allow such a condition to exist longer as has prevailed up until the present moment, when, after the first of November or December, there is nothing doing until after the following March or April. This has been largely a psychological condition and is a great and vital mistake in the building industry, one which makes for unemployment, holds back construction, decreases the productivity of labor and reflects upon American industry.

The periods of unemployment are not caused solely by weather conditions which, however, are the chief contributing factors. Some others are the lack of coördination of structural facilities and lack of coöperation between all those engaged in building.

These causes are due largely to archaic methods, poor management and scheduling of work, materials not being available when needed, lost time in waiting from either cause, men looking for work while employers are looking for men, sympathetic strikes, and others.

Unemployment is one of the discouraging demands which keeps new men from entering the trades and drives experienced men into steadier occupations who should be given every encouragement to stick at building.

Referring to the program which he thinks should be adopted, Mr. Boyd has the following to say:

In such a program our vital necessity is also to educate the public to a sensible distribution throughout the year, of its construction demands and requirements. This applies equally to city work, industrial construction, semi-public buildings, residences and household repairs and maintenance.

Instead of crowding our main construction work into 7 or 8 months that which could possibly be deferred and done during the remaining 5 months should be so scheduled.

Owners making interior alterations or slight additions to buildings should be encouraged to have such work done in the "off-peak" season. Old buildings demolished to make way for new ones should be torn down in cold weather in advance of the new construction without being done as is so often the case at the time when the new building itself ought to be under way.

Existing office buildings, commercial establishments and similar structures should be painted outside and refinished inside at times when painters are least busy on new work.

The same argument applies to the paper hanging and re-finishing of apartment houses where another element enters, namely the termination of leases. It has even been suggested to Realtors that the leases be staggered in dates instead of falling with such unanimity on October 1st of each year.

Householders, instead of having spring housecleanings or fall housecleanings, would find it advantageous to be more constantly and less periodically "cleaned" so that paper hanging, painting, plastering and other needful work could fall on the workers like the gentle steady rain instead of in down-pours with subsequent dry spells. Wiring of old residences for electricity might well be done in January, February and March when electricians are usually out of work on new construction.

Other instances might be cited applicable to the carpenter, the slate-roofer, the stone cutter and other trades; the most difficult to provide with off peak employment being the brick-layer. But through proper coördination of public and private construction, scheduling of interior work, sewer construction, boiler setting and other vocational opportunities his, with all the other trades, can be greatly benefited.



## BOSTON PUTS THE SPOTLIGHT ON THE BUILDING INDUSTRY

While there have been many views held as to the immediate future of the building industry and at least 57 varieties of opinion expressed as to the probable trend of future prices of building materials and labor and therefore of construction costs, probably the most illuminating information that has yet been brought to the attention of the public has been that developed by a committee of the Boston Chamber of Commerce appointed last December of which Mr. James E. McConnell was chairman. That committee has recently concluded its investigations of basic building conditions and its report has recently been made public.

The report points out that in the 5 years between 1915 and 1920, Boston accumulated a housing shortage of 3,248 homes and that building operations which would normally have taken place and which amount to \$20,000,000, have been deferred.

As illustrative of the increasing cost of construction, the report cites a light manufacturing building erected in 1910 at a cost of \$13,696 for which today the cost would be \$31,592; also a typical manufacturing plant of reinforced concrete built in 1914, at a cost of \$92,726, which, at prices prevailing today would cost \$220,727.

The report shows that the cost of materials is unaccountably high and that among the chief factors in the building stagnation which has existed in Boston for some time past are the inefficiency of labor, labor waste resulting from working rules and conditions and apparently a community of interest between material men and building organizations, in addition to the maintenance of unaccountably high costs of building materials.

The committee was without legal authority to subpoena witnesses or summon books of records and therefore it was not possible for it to produce evidence showing corrupt understandings and combines among employers of labor which the committee in its report hints at as existing. In view of the disclosures of the Lockwood Committee in New York and of the Dailey Committee in Chicago, it would be strange indeed if there were not a similar situation existing in Boston.

All persons interested in the future of the construction industry, in the reduction of the cost of housing and in the placing of organized labor upon a basis where it will command the respect of the community should without fail obtain a copy of this extremely valuable report.

## NEW YORK SUCCESSFULLY REPELS ATTACKS ON THE TENEMENT HOUSE LAW

Somewhat more than the usual number of bills affecting the tenement house law were introduced in the session of 1921. As a general proposition, the legislature was disposed to treat with special consideration bills which their proposers asserted would mitigate to some extent the housing shortage in New York. None of the bills introduced would have had that effect. The statement was made in relation to them merely as a cloak to conceal ulterior motives.

Two bills amending the tenement house law passed the legislature and were signed by the Governor. Both of these bills had the approval of the tenement house department and the tenement house committee of the Charity Organization Society. One, known as the McGarry Bill, will have the effect of modifying certain requirements of the tenement house law in regard to the measurements of unoccupied spaces, in cases where certain unnecessary hardships have been created in the past, due to abnormal gradings of streets. It also makes certain exceptions in favor of buildings voluntarily designed by their owners to occupy considerably less than the legal area of lot which may now be covered. It exempts shallow houses from the requirements of whitewashed or painted courts, a provision which was inserted in the law to secure improvement of light in the long deep courts permitted in buildings occupying the full legal area of the lot.

The other bill, the Dickstein Bill, is a measure to simplify legal procedure in cases where persons are being proceeded against for utilizing tenement houses for immoral purposes.

The other bills, all of which were defeated, may be briefly described as follows:

- (1) A bill giving the Board of Appeals power to set aside any order of the Tenement House Department or any provision of the tenement house law.
- (2) A bill to strike out the section of the charter which makes it obligatory on the Board of Estimate and Apportionment to make appropriations for the employment of a minimum number of inspectors.
- (3) A bill to take out of the jurisdiction of the Tenement House Department "two-family ridge-roof buildings having a third family living in the attic, until November, 1922."

- (4-5) Bills of identical language, framed with the purpose of taking three-family houses out of the jurisdiction of the tenement house law, so that only dwellings containing four or more families would be classified as tenement houses, had either of the bills passed.

While it is a matter of congratulation that the onslaughts on the law have been successfully repelled, it is to be hoped that by the time the next legislature meets, conditions will be in such shape, that some advance may be made toward bringing the tenement house requirements more into line with fairly-enlightened public sentiment.

JOHN J. MURPHY,  
Sec'y, Tenement House Committee  
N. Y. Charity Organization Society

## ILLINOIS SAVED FROM A BAD LAW

The people of Illinois are to be congratulated upon the failure of the Kessinger Housing Bill. As pointed out in our last issue, the bill was most unfortunate in the low standards that it set, standards which, if enacted into law, would probably have prevailed as the standards of the state for many years to come.

The defeat of this measure was due largely to the leadership of Charles B. Ball of Chicago, aided by many individuals and organizations in that city and throughout the state, and supported by housing reformers of national standing who unanimously joined with Mr. Ball in his position that no code was better than the inadequate code that had been proposed. It is hoped that the friends of housing reform in Illinois will take steps at an early date to prevent the recurrence of a similar situation in the future.

What the situation in Illinois needs is the formulation of the right kind of housing code by the friends of housing reform and not by its enemies, and the building up of a united public sentiment in support of such a law, so that two years from now, when the legislature meets again, the state of Illinois may have a code worthy of it and comparable with the modern and up-to-date standards of its neighboring states, Iowa and Michigan.

## A STATE THAT LEADS

We referred in our last issue to the success of the Iowa Housing Law under the administration of Mr. Edwin H. Sands, Housing



Commissioner for Iowa. Since then Mr. Sands' first annual report has been made public. It contains much interesting information, valuable for housing workers in other states. We quote the following:

The year has been largely occupied in publicity and education and in assistance to the cities in getting the work inaugurated and coördinated, especially through interpretation of the various applicable sections of the law.

Commercial Clubs, rotary clubs and similar civic organizations of the cities have been coöperating and have largely been instrumental in urging heartiest coöperation on the part of the local municipal government. This especially after the law had been thoroughly explained to them. Some of the cities were able to begin enforcement promptly but several of them were so organized that considerable time was necessary before adequate arrangements could be made. Des Moines anticipated beginning of the work of enforcement by appointing a local commissioner and an assistant in June, which gave them an opportunity to study the provisions of the law, to make a preliminary survey of conditions in the city, etc., so that they began active operation on the 4th of July. Marshalltown, Clinton and Council Bluffs to date have not succeeded in reorganizing their local forces so that the law can be enforced as provided for and intended by the statutes governing in the case. These places, however, have and are giving the matter careful consideration and plans are being made with a view of solving this difficulty in the near future.

In all of the cities where the law is being enforced, good results are being obtained. Difficulties have generally been encountered only with the owner of low class tenement or rental property who object to further outlay upon this property. It has even been necessary to take from one to three such cases into court to secure adequate enforcement and in every case thus far the courts have sustained the action of the local boards.

The year has given opportunity to test out the reasonableness and practicability of this statute as it affects the city and we believe it to be the general opinion of those acquainted with the working of the law as drawn, that it is both reasonable and practicable in every detail. While there has not been much new building during the year except in Des Moines, practically every phase of new building has been encountered and in such



variety and quantity as to really test out the provisions of the law. We have investigated and acted upon 14 appeal cases and have been called upon to assist 4 different cities in the enforcement of certain provisions in those cities. The reports from the cities covering the period of this report show that an average of about 15% of all plans submitted required adjustment or corrections in order to make them comply with the provisions of the law. The most common difficulty is insufficient window area and living rooms having less than the required 80 square feet of floor space, while insufficient yard area has called for frequent adjustment. Des Moines has built several large apartment and tenement houses and several of these have required considerable change before they were permitted to build. One of the chief difficulties of this class of building was found to be inside living rooms, that is, rooms without direct light and ventilation to the outside. In every case, however, this has been adjusted without any hardship or additional cost. This same class of building has likewise called for considerable attention to the fire protection measures required and is the only class of building coming under the jurisdiction of the department in which it can be said there has been an additional cost incurred because of the requirements of the law and this only because of the provisions ordered to provide adequate fire protection for the occupants thereof.

The second phase of the work, that of the application of the housing law to mining camps has been one of considerable difficulty. To determine how much of the law is "reasonably applicable and practicable of enforcement" in such camps is difficult and can only be decided after careful survey of the camps and a study of all of the conditions that exist therein. This is a slow process as each camp presents a problem peculiar in itself and very largely must be handled as such. The work of making these surveys has occupied a large portion of our time and has progressed favorably, permanent records having been made of about 20 camps to date. We have had the active and hearty support and coöperation of the district mine officials and have been promised the support of the mine operators' organizations.

From a general standpoint, most of the existing camps are in bad condition, especially from the standpoint of water supply, toilet conditions and general sanitation. Only one new

camp has been built during the year and in this we have secured the heartiest coöperation and with good results so far as the comparison of camps is concerned. It is understood that several new camps are in contemplation and the plans will be submitted from these camps at an early date and we are assured of the willingness on the part of the promoters of these camps to coöperate in the development scheme so that much, if not all, of the objection to old camps will be eliminated.

After a year's study of the mining camps and of their needs, we are inclined to feel that Section 106, which gives the housing department jurisdiction, is inadequately drawn to cover the situation and obtain the results really expected and desired.

The provision of the law authorizing cities and incorporated towns of less than 15,000 to adopt ordinances for the regulation of housing conditions as set forth in the law, has received a good deal of attention and we have had frequent calls to meet with town councils and civic organizations to explain to, and discuss with them the provisions of the law as it might be applied to that particular locality. The chief difficulty that has appeared in the matter of the adoption of ordinances governing the work of the law has been the cost of printing, etc., which is a considerable item if adequate ordinances to cover the situation are drawn. In spite of this, many have indicated that they expect to proceed as soon as the finances can be arranged to cover the cost.

The Iowa Housing Law has been in operation now for 18 months and throughout this time has demonstrated itself as a reasonable and practical piece of legislation. Its enforcement has met with the general approval of all concerned. The only friction has been with that class of property owners who object to any additional outlay upon their property held for rental purposes. In many instances it has been necessary to call upon the local court to assist in the enforcement but in every instance so far the courts have fully sustained the action of the Board of Health under the provisions of the law.

Some people have feared that the housing law would entail an additional expense upon building construction. This has not proved true, except in the construction of large apartments where the necessary fire protective measures has possibly added a little but for that purpose only.

Des Moines has done a large amount of new building during this period and has had opportunity to try out the law in its various phases and there remains no doubt of the practical working of the law under any and all circumstances.

Sioux City reports that approximately 3,000 outside toilets have been eliminated, connections having been made with the sanitary sewer system and modern conveniences installed. This stands as the record along this line in the state.

Iowa undoubtedly is short 40,000 to 50,000 homes at the present time. This causes a large amount of over-crowding as well as compelling a lot of people to live in a class of housing altogether unsatisfactory. In fact many houses are occupied under present conditions that would be denied occupancy could better buildings be found for them. Nevertheless much good work has been accomplished in changing conditions in spite of the handicaps.

At this winter's session of the Iowa legislature, although in the opinion of many the legislature was considered quite reactionary, there was but a single amendment of any kind offered to the housing law and that was to strengthen it and to extend its application to cities of 5,000 and upwards instead of limiting it as at present to cities of 15,000 and upwards. This measure was not favorably considered but died in committee due largely to the attitude of the Housing Commissioner who advised that it was the part of wisdom to try out the law a little longer in practice before extending its application to the smaller communities, and that two years from now there would undoubtedly be amendments to perfect the law which experience had shown to be necessary, and that the question of extending it to smaller communities had much better wait until that time.

Since Mr. Sands' report was made, Marshalltown, Clinton and Council Bluffs have begun active work in the enforcement of the law.

## THE HOUSING SITUATION IN BOSTON

A more fitting title for a discussion of this subject would be "The Housing Problem in Boston," since a problem is defined as "a matter difficult of solution or settlement," and in this Boston is not unique by any means. The counterpart of conditions here may be found in almost every other large city throughout the country;



and in fact, if we except the plan of government financing, the same conditions of shortage and of almost prohibitive construction costs may be said to prevail throughout the European countries as well.

Certain commendable definite attempts, more or less successful in their outcome, have been made in various communities to meet the situation as it is found in our own country, and hundreds of praiseworthy projects have been worked out on paper, but for the most part the housing situation today remains little changed from conditions which a year ago were found clamoring for relief. Previous to that time any discussion of the housing situation implied questions of sanitation, of an insufficient amount of light and air, and of overcrowding in rooms and on the land. Translated as it has now become by necessity into a question of housing shortage, it has been receiving attention at the hands of practically every group of citizens in the community.

The reasons for the shortage are too obvious and too generally known to need any comment here. The results are equally apparent in a demand for houses far in excess of the supply. Not only does this mean inconvenience and in many cases, actual hardship, but there is an even more subtle danger in the doubling up of families, in many cases to a point beyond the boundary line of physical and moral well-being.

These facts being generally known and recognized, the City Planning Board, in March 1920, acting under the direction of the Mayor and City Council called a meeting of representatives of practically all of the quasi-public organizations in the city, and while it was the consensus of opinion that a housing shortage existed which was not likely to be met by the investment of private capital, it was also admitted that the exact nature and extent of such a shortage had never been determined. It was felt that the only way this information could be definitely and accurately secured was by a survey of the industrial plants and of the other large employers of labor throughout the city. This meant the assembling of information in each case as to whether or not there was a scarcity of houses among their employees, the average or approximate rental basis, general information with regard to size and price of vacant areas in the vicinity, the attitude of the employer with regard to assisting in financing a housing scheme should one be considered feasible, and other data of a similar nature. Such a survey was accordingly undertaken under the direction of the City Planning Board and was extended to include real estate agents and mercan-



tile establishments. The results of this survey showed that the shortage of houses for the entire city might be conservatively estimated at from 3000 to 5000. A questionnaire was also submitted to the furniture storage warehouses which brought out the fact that there were at that time 6546 Boston units of furniture in storage, which was a considerable increase over any previous year.

These returns were received and tabulated as of July 1st, 1920. Six months later an attempt was made to check up these returns in an effort to determine whether or not any material change in conditions had taken place, and if so, whether they had become more or less acute. From the returns received, it was apparent that conditions have improved somewhat since July 1920, although this improvement may be accounted for by the doubling up of families in many instances as before referred to, by the general tendency toward depression in industrial circles, and by the fact that many families have, for the time being at least, sought homes outside the city limits. It was also evident that whatever element of panic may have obtained heretofore, it has now subsided, and people have in a measure adjusted themselves to conditions. In some instances whole districts reported generally improved conditions, while others found no change in the general situation. This may be to a certain extent governed by the rental values in the different localities. Briefly, over 50% reported no change during the summer months; over 25% reported some improvement; while over 10% claimed that conditions have become even more acute than at the time of the original survey.

In the meantime, a group of financial and real estate men were called together by Mayor Peters to discuss ways and means of financing a home building program. Private capital having from the start appeared not interested, partly due to the condition of the money market and partly to the fact that any plan which presented itself possessed neither the advantages of a good business enterprise nor the meritorious features of a philanthropic proposition, this committee took into consideration, among other things, the possibility for service afforded by Coöperative Banks (Building and Loan Associations) and the extent to which they, with their already established organization and machinery, might be relied upon as a determining factor in any solution of the housing problem. The Coöperative Banks, organized in the first place to promote thrift, and secondly to encourage home ownership, have been a tremendous factor in the work in this state, the claim being

made that in Massachusetts alone they have been instrumental in the erection of no less than 65,000 homes. But the difficulty was here encountered that in practically every instance they not only had no money on hand immediately available for loans, but they had accepted applications for loans which when consummated would use up their available funds for approximately four to six months in advance.

Two acts designed to enlarge the scope of the Coöperative Bank work were passed by the 1920 legislature. One (Chapter 110, An Act to Extend the Borrowing Powers of Coöperative Banks) provides that on any occasion when there is an unusual demand by shareholders for real estate loans or withdrawals from the funds of any Coöperative Bank, such bank by a vote of at least three-fifths of its directors, and with the consent of the bank commissioner, may borrow from any national bank, savings bank, coöperative bank or trust company for a period of not more than six months. The opinion seemed to prevail, however, that borrowing as provided for in this act would be merely temporizing and would not serve as any fundamental solution of the housing problem.

Chapter 429 of the Acts of 1920 provides that paid up shares, on which dividends are limited to 5%, may be purchased up to a value of \$2,000 per individual. This privilege has been taken advantage of to a limited extent but not to a degree sufficient to influence materially the general situation.

Various legislative acts bearing directly upon the housing situation were enacted during the year 1920, as follows:

Chapter 554, "an Act to authorize cities and towns to provide shelter for their inhabitants in case of emergency," provides that a city or town in which the Mayor or a majority of the Board of Selectmen proclaim that a public exigency or emergency or public distress exists because of an insufficient supply of shelter or available dwellings for its inhabitants, may acquire by purchase or take by right of eminent domain unimproved or improved real property, and improve or dispose of the same in such manner as to provide shelter for its inhabitants and to afford adequate relief in case of such public exigency or emergency or distress. The Act further provides that a city or town may borrow such sums, in excess of the statutory limit of indebtedness, as may be necessary, but not exceeding 1% of its assessed valuation.

This statute is based upon article 47 of the Constitutional Amendments of the State of Massachusetts and places the power of decision. In reply to a resolution passed by the City Council calling upon the Mayor to issue the proclamation as therein provided, the Corporation Counsel reported that, in his opinion, what was contemplated by the Constitutional Amendment and the statute in question was such an occurrence as destroyed or rendered uninhabitable a large number of dwellings of the inhabitants of Boston and temporarily deprived them of shelter, or some other unusual event of a similar nature and with similar effects. He stated further that he did not believe that the mere existence of high prices coupled with a shortage of dwellings, resulting from the war and the existing economic situation was sufficient to warrant the action requested by the City Council.

Chapter 555 of the Acts of 1920, "An Act to Penalize Violation of certain Rights of Tenants," provides for a fine of not more than \$100 or imprisonment for not more than six months for any lessor of a building who fails to furnish in accordance with the terms of a lease, expressed or implied, water, heat, light, power, elevator service or telephone service, and who thus willfully and intentionally interferes with the quiet enjoyment of the leased premises by the occupant.

Chapter 577 of the Acts of 1920, "An Act to Provide for a Discretionary Stay of Proceedings in Actions of Summary Process to Recover Possession of Dwellings," provides for such a stay of proceedings, for a period not exceeding six months. This privilege is extended only to premises used for dwelling purposes when the tenant, after due and reasonable effort, is unable to find suitable accommodation for himself and family elsewhere in the city in a neighborhood similar to that in which the premises occupied by him are situated.

Chapter 578 of the Acts of 1920, "An Act to Provide that Unjust, Unreasonable, and oppressive agreements shall be a Defence in Action for Rent," provides that where rent has been increased more than 25% over the rent as it existed one year prior to the time of the agreement under which rent is sought to be recovered, except in cases where unusual repairs and alterations have been made, the agreement shall be presumptively unjust, unreasonable and oppressive.

Chapter 538 of the Acts of 1920, "An Act to Extend the Duration of an Act Relative to Termination of Tenancies at



Will," provides for an extension of time in connection with Chapter 257 of the General Acts of 1919, which sets forth that whenever a tenancy at will is terminated, without fault of the tenant, no action to recover possession of the premises shall be brought, nor shall the tenant be dispossessed until after the expiration of 30 days from the time when the tenant receives in writing notice of such termination.

All of these measures were enacted as emergency laws and all become null and void on the first day of February, 1922.

In the meantime a Committee on Rent and Housing was appointed by Mayor Peters to exercise jurisdiction over immediate cases of rent profiteering. In existence one year, it has considered 8222 cases. Of this number, rent increases which were found to be unreasonable numbered 1357 and were readjusted through the Committee. On complaints relating directly to the amount of the rent, the Committee adjusted 60%, prevailed on the parties to adjust 25%, found the proposed rent to be not unreasonable in 14%, and had the complaints otherwise disposed of in 1% of the cases.

A measure has been drafted by a sub-committee of the Rent and Housing Committee which provides for the suspension of certain building regulations in the City of Boston in order to encourage the building of dwelling houses in times of emergency. Submitted to the legislature in the form of House Bill No. 935, "An Act to Encourage the Building of Dwellings in the City of Boston," certain amendments have been made until, at the time of writing, in the form of House Bill No. 1317, "An Act to Amend the Building Law of the City of Boston," it has met with the approval of both branches of the legislature, and has been passed to be engrossed. The proponents of the bill claim that, if adopted, it will make possible the alteration, at comparatively slight expense, and in a manner so as to provide all modern conveniences and meet all requirements of light and sanitary conditions, of some 2,000 tenement houses which are at present unoccupied because they have been condemned as unsanitary by the Board of Health and the Building Department.

A series of hearings have been held recently by a special committee of the Boston Chamber of Commerce, in an attempt to determine causes for the present stagnation in building activities throughout Boston. A mass of testimony, statistics, charts and expert evidence bearing on various phases of the building situation, including the story in detail of the negotiations which terminated



in the present building trades strike in Boston, has been submitted, and will be compiled and presented later to the Chamber without any recommendation or expression of opinion on the part of the Committee.

Thus the questions of investigation, of adjudication and of legislation having been disposed of, the problem of construction presents a more difficult situation and one which there have been few tangible attempts to meet. There are practically no instances of industrial housing to be found within the limits of the city of Boston, although various sporadic attempts have been made on the part of certain employers to relieve the situation among their employees. One comparatively isolated instance of a constructive house-building program has been undertaken by a corporation organized under the title, "Building Trades Unions Coöperative Construction and Housing Council, Inc.," made up from the rank and file of Union men engaged in the building trades of Greater Boston. The purpose of the Council as outlined is to carry on building construction in its entirety, its immediate work being to stimulate the building of homes. A charter has been granted by the state of Massachusetts which gives it the right to engage in any business incidental to building and contracting, even to lending money on mortgages, and dealing in clothing and food. The corporation maintains that it is eliminating all unnecessary overhead charges, and all so-called profits. A site has been purchased for the erection of 11 two-family houses in the Dorchester District, and excavating for the foundations will be begun immediately. While this experiment has not progressed far enough to foretell its ultimate possibilities, the coöperative principle underlying it is essentially sound, and with proper encouragement and support, might reasonably be expected to contribute materially to the relief of present conditions.

While a majority of the facts bearing upon the housing situation in Boston today may appear to be of a negative character, there are, in the opinion of the City Planning Board, certain positive features of a more encouraging nature. The housing question is not an isolated phase of the problems accompanying the transition of the world from a war to a peace basis; its settlement must go hand in hand with the adjustment of industrial, commercial and social conditions. This means, among other things, that many people who were lured to the larger centers of population during the period of prevailing high wages, will, in the process of readjust-

ment, seek less crowded surroundings and eventually become relocated in their original environment. Particularly is this true of the rural communities. Ten years ago the country had a majority of 7,000,000 over the population of the cities; today the cities have a population of 4,000,000 over that of the country. The new census shows that there are some 18,000,000 homes in this country; also, it will show, for the first time in our history, that more than half of these homes are in towns and cities. This denotes a condition of affairs which has contributed largely to the housing congestion to be found in every large city throughout the country today. There are indications that the tide has turned in the other direction, however, and although its reversal will not be accompanied by the haste which manifested the original movement, it will be more orderly and should be promoted and encouraged.

Another factor which will influence the situation to a certain extent is that, with the wage readjustment now going on, many families will be compelled to seek less expensive living accommodations than were permitted under the recent increased wage schedules. This may be unfortunate in some instances, but it is nevertheless true and must therefore be taken into account in any general summing up of the housing situation.

These features will not solve the whole problem by any means, nor does the City Planning Board believe that it can be solved by any one effort in any one direction. It must be a gradual, sane, orderly and coördinated readjustment, not only of housing accommodations, but of food, of clothing, and of general living conditions. It is a fact that money is more readily obtainable now for real estate purposes than has been the case for the last few years; speculative investments are becoming less attractive; labor conditions are becoming more favorable; and house building materials, which have been almost prohibitive in cost, as well as impossible to secure, are now becoming available. This all means encouragement for the private builder, and makes not alone for home ownership, but for good citizenship as well.

The conclusion has been reached by the City Planning Board, therefore, that there is no royal road to a solution of the housing situation by means of governmental subsidy and regulation; that the pressure of economic conditions must be allowed to exert itself to the extent of a reduction in the cost of building before any of the palliatives proposed will have much chance to take effect, but that in the meantime the matter should be approached upon a

broad and comprehensive basis; that every attempt should be made to bring about a reversal of proceedings which led up to present conditions; that private initiative as well as governmental action is necessary; that business, labor and individual interests should be coördinated and made to work in sympathy with one another; that governmental assistance might well be enlisted to insure the regular and cheap delivery of raw materials, together with coöperation between coastwise shipping, inland waterways, terminals and railroads; that the repopulation of the rural districts should be encouraged and that worthy attempts based upon co-operative efforts should be given moral and financial support. The City Planning Board believes that assistance along these lines, combined with the prompt and effective handling of individual cases, will make for a saner and a more fundamental solution of the housing situation than would be had by the investment of public funds in a house building program.

ELIZABETH M. HERLIHY  
Sec'y, Boston City Planning Board

## DOES THE WORKINGMAN WANT AN ARTISTIC HOUSE?

The Cleveland Housing Company was founded by The Cleveland Chamber of Commerce in February 1920 for the purpose of encouraging home ownership among workers and of helping to improve standards of industrial housing in Cleveland. It has also hoped to demonstrate that these civic ideals are not incompatible with a fair return to capital.

One group of 35 single frame houses and one of 20 single and semi-detached houses were erected in 1920. They are located in outlying districts, convenient to industries, but of a suburban character, with plenty of large trees and reasonable freedom from smoke. The houses are mostly of six rooms, 24 ft. by 25 ft. in size on lots averaging 40 ft. by 140 ft.

The writer was recently studying a price chart covering building materials and labor. He was impressed with the fact that the highest price level ever known was attained precisely in the month that our operation started; continued roughly, during our operation; and declined abruptly at its termination. If we appear to have selected the worst possible time marketwise for our experiment, it is equally true that the same phenomena which caused



high prices resulted in high rents and overcrowding and created an interest in civic housing conditions which made possible the financing of our project at this time. Every possible measure was taken to effect economies. Lumber was bought wholesale for \$45 per thousand which was selling at \$75 retail, power-saws were installed which effected a saving estimated at \$60 a day, and there is of course a certain saving in the better organization of labor possible on a large operation. The average cost per house for labor and material was \$5,600 and for land \$1,200. Adding overhead, financing and selling expense and a small margin of profit brings an average selling price of \$8,000, or a price substantially lower than that of other similar homes erected at the same time in the neighborhood. The average downpayment has been 10%, and interest of 6% is charged on balances. Sales are largely by land contract, permitting the company to turn over its capital through mortgage loans.

Owing to the industrial collapse of last autumn, the Company deemed it advisable to defer further operations pending an adjustment downward of prices, and general resumption of employment. In the district of our largest operation employment of industrial workers declined from 20,000 to one-fourth of that number, and re-employment is just beginning. It is obvious, moreover, that even the more highly paid artisans cannot afford an \$8,000 house. If most of the houses have been sold, it is due to the housing shortage, to high rents and to the fact that there are always certain thrifty workers, who can afford a much better home than the general average. Had the houses been ready for sale during the boom, many buyers would now be in straights to meet payments. As it is, our customers are the thrifty few who have weathered the storm—"key" men whose employment in the shops continues during the depression.

Had the industrial "boom" lasted a few months longer we should have marketed these houses, which are of good design and unusually substantial construction, with little or no effort; and we should have missed an experience most wholesome for a new housing company. As it was, we were forced to institute an aggressive selling campaign which has given us a thorough education in "what the public wants." The defects of our houses, from this point of view, have been explained to us in the utmost detail by our prospective customers. That these defects were not too serious is proved by the fact that the houses finally sold.



Some of our directors were inclined to feel that the elevations of the houses built last year might be improved upon, and we recently held a competition among local architects in which 30 plans for small houses were submitted. A committee of prominent architects selected six plans, for each of which was made an award of \$100. We had the winners draw perspectives of their elevations, and these were photostated and distributed to prospective home builders.

They were charming little colonial houses, better architecturally than nine-tenths of the small houses in Cleveland. The reaction from the prospective occupants (machine shop foremen, steam shovel operators or journeyman plumbers and the like) is somewhat as follows: "Those are nice little houses all right, but my wife has in mind something more like this." Then he pulls out a sheet from a ready-built-house catalogue, whose dog-eared condition indicates that it has been the subject of pleasing reveries for a long time. It is usually a typical "contractor's" or "carpenter's" house, with rather clumsy lines and plenty of "ginger-bread"—the kind a good architect would consider beneath contempt. Others have called our houses "old-fashioned"—which of course is quite right.

This experience may be taken for what it is worth. We shall continue to urge better designs and try to point out why they are better; but as speculative builders, we cannot totally disregard the standards of our average prospect. There are certain things absolutely demanded here in Cleveland by the house-buyer of the artisan class. He wants a house something like he is used to—a large front porch, hard-wood interior trim, a good-sized kitchen, china cabinets in dining room, etc. Give him these and he is quite indifferent to correct design.

The writer has full faith that the ordinary man will eventually demand a finer and more sightly home than he has in the past, just as he already demands one more convenient and more sanitary. The enormous advance in architectural standards among more costly homes presages a corresponding advance in dwellings of the humbler sort. A well-designed house, of beautiful and simple lines, be it Colonial or one of the older English styles, is no longer "old-fashioned" or unusual in the upper or middle class suburb. It has become the rule, rather than the exception. And if this renaissance of good architecture has not yet reached the artisan's

dwelling, its advent must be near—for the instinct for imitation is very strong.

A housing company, founded with a civic motive, can hasten this desirable consummation, but it must act with moderation and not be regardless of the demand of its public, or it will invite disaster. The civic housing Company can rarely do all the housing for its community. Its true function is to point the way for others, and though the civic company may be regardless of profit, others cannot. The civic company must demonstrate that good housing is profitable.

The civic housing company should have faith in the architects, but not blind faith. For example, a large front porch may be anathema to your architect—a horrid Americanism indicative of a morbid curiosity in neighbors' affairs. But, if investigation shows that 90% of the homes in the neighborhood of your operation have a large front porch, you will be unwise to omit it. A certain colonial cottage may call for white enamel interior trim, but if 90% of your customers prefer varnished oak—on the ground that white enamel requires too much cleaning—it would be wise to use the oak. There is a reason for every preference, deep-seated in social custom, and the wise builder will not defy custom.

These are some of the lessons we have learned to date, but we are convinced that our education, like that of Henry Adams, is not and never will be quite complete.

BAINBRIDGE COWELL  
Manager, Cleveland Housing Co.

## THE COST OF HIGH LIVING

It was the late James J. Hill who said that "the chief factor in the high cost of living was the cost of high living." That the working people of this country are constantly demanding higher standards of living, especially in the direction of greater comforts and conveniences of living, is illustrated by a recent inquiry which the Cincinnati Model Homes Company addressed to their tenants as to whether the tenants desired to have the existing houses wired for electric light and if so, whether they were prepared to pay increased rentals accordingly. This improvement involved an increase of \$1 per month in rent in the three-room flats and \$1.50 per month in the four-room flats.

It is of interest to note that in a vote taken by the tenants on this subject on December first last, in which were involved 219 colored tenants and 162 white ones; 123 of the colored tenants or 56% voted in favor of the improvement at the increased rent; 8% voted against it and 36% expressed no preference. 117 white tenants or 72% voted in favor of electric light at the increased cost, 16.5% voted against it and 11.5% expressed no preference.

## PROPOSED HOUSING CODE FOR DALLAS

The Housing Commission of which Mr. Edward Titcher is Chairman, which has been at work on a Housing Code for the past year, announces that its work is now nearing completion and that an ordinance regulating the construction and sanitation of dwellings will be ready for consideration by the Board of Commissioners in a short time. The proposed ordinance is based upon the "Model Housing Law." The Dallas Zoning Ordinance being prepared also by the same Commission, is also nearing completion.

At the same time the business men of Dallas have recently started a movement for the formation of a housing corporation to aid home builders.

## ILLINOIS VOTES DOWN RENT CONTROL LAW

Illinois, and especially the city of Chicago have all winter been the scene of much clamor on the part of embattled tenants with the usual accompaniments that attend lower rent agitation.

For a while it looked as if the state of Illinois would follow the example of the state of New York and its rent laws, but the Kessinger Rent Commission bill was defeated in the State Senate recently, lacking four votes of the number required.

## THE TENEMENT PERIL IN DETROIT

Edmund Paterson, President of the City Planning Board of Detroit and Detroit Realtor, recently sounded a call of warning against the present tendency toward multiple dwellings in his city. In a public address delivered not long ago he said: "Loss in the United States annually through misuse of realty far exceeds the national fire loss. \* \* \* \* Detroit will be afflicted with the tenement house evil and 'blighted areas' such as obtain in St. Louis and other cities unless the city Zoning ordinance is passed."

## FORT WAYNE TAKES UP ZONING

As the first step in the Zoning of Fort Wayne, an ordinance is being prepared providing for the establishment of a city planning commission for that city under authority of an enabling act passed by the last General Assembly of Indiana.

## THE AEROPLANE A FACTOR IN CITY PLANNING STUDIES

Probably what has been the first instance in the United States in which an aeroplane study has been made in connection with a city planning study is the civic survey of Green Bay, Wisconsin, recently completed by John Nolen as Town Planner and under the immediate direction of Guy Wilfrid Hayler. The aeroplane flight was made by Mr. Hayler for the purpose of more accurately defining the situation of the extensive marsh lands in the environs of the city.

## MASSACHUSETTS HOUSING LAW

The Town Housing Law (Chapter 635 of the Acts of 1912) has been adopted by 23 towns. In addition 9 towns have a special law.

## MILWAUKEE ZONING PLAN

The new Zoning Ordinance adopted by the City Council of Milwaukee on November 15th, last, takes its place among the progressive Zoning ordinances of the country.

Last July the Board of Public Land Commissioners of Milwaukee of which C. B. Whitnall was chairman, published a comprehensive booklet entitled "Zoning for Milwaukee." Arthur C. Comey of Cambridge was consultant in the preparation of the Zoning plan and the proposed ordinance and assisted in the preparation of the booklet. The report is an interesting one. It contains remarkably well printed photographs, reduced maps of the city and sample sheets of the Zoning scheme. The progress of Zoning in the United States is brought down to date, the plan of Zoning Milwaukee is explained and the proposed ordinance is given in full. This is supplemented by the Zoning act of Wisconsin and an address on the subject that was given by Edward M. Bassett in Milwaukee last June.



Among the interesting features of the Zoning ordinance may be mentioned the limitation of height for business buildings in the most intensive part of the city at 125 feet which will allow 10-story buildings. Towers may exceed this height up to a height of 225 feet over one quarter of the area of the building.

Apartment houses are absolutely excluded from large sections of the city by the requirement that in the 40-foot height districts no building used in any part for residence purposes by more than one family shall be in excess of  $2\frac{1}{2}$  stories. The number of families to the acre is limited to 20. Without in any way detracting from the credit due to Mr. Comey as consultant, Mr. R. E. Stoelting, City Planning Engineer, should be given a large share of praise for the results achieved.

## IS THE PHILADELPHIA ONE-FAMILY HOUSE DOOMED?

If the statements recently made by Mr. Daniel Crawford, head of the Operative Builders of Philadelphia and one of Philadelphia's most practical and experienced builders, are correct the Philadelphia of the future will consist of two-family houses instead of the private family homes which have made that city known the world over and have given Philadelphia an enviable reputation as the "City of Homes."

Mr. Crawford recently appeared before a committee of the Chamber of Commerce to discuss the question of the present housing situation and the likelihood of an early drop in building material prices.

Among the items of cost that have operated to make building either impossible or else prohibitive in price, he mentioned the following: "Within the past six years lumber," he said, "had increased in price from \$19.50 to \$55 per thousand; plumbing on a single house from \$240 to \$830, and bricks from \$8.50 to \$17." He figured it cost exactly 150% more to build a house now than it did a similar structure in 1914.

## WHY WE HAVE SLUMS

A striking illustration of why slums continue to exist to so large an extent in our American cities is found in the situation which confronts the city of St. Louis. Health Commissioner Starkloff of St. Louis, whom the people of that city hold responsible for the preservation of their health and their protection from disease,

is attempting the impossible task of enforcing the health laws in relation to housing with but one inspector for house inspection.

Not long ago in an interview in the public press Commissioner Starkloff admitted that conditions were serious and that if every tenement that ought to be condemned were closed against tenancy there would be more than 200,000 people homeless in St. Louis.

"The Health Department" according to Dr. Starkloff "is aware of the menacing conditions in which thousands of families are congested in tenements; is aware of the lack of proper sanitary provisions, but is virtually helpless to enforce health measures." A striking illustration of the legal obstacles and difficulties with which public officials have to contend is found in the case cited by him instituted in court almost two years ago to eliminate a 3-story open privy-vault which he regarded as the most flagrant violation of sanitary provisions included in the tenement law. After six months of delays and adjournments the case was dismissed in the Court of Criminal Correction, although the vault is in direct violation of the tenement law. The case is still pending and has been pending since last January in the Missouri Supreme Court on the Health Department's appeal.

Health Commissioner Starkloff declared that there are at least 20,000 open vaults in the city, all breeding disease and menacing health, against which the hands of the Department are tied while this case remains unsettled.

Dr. Starkloff further pointed out that the law gave him one inspector to investigate tenements although in his judgment 15 men would be a minimum number that would enable him to make any impression on the situation.

Dr. Starkloff added that St. Louis will succeed in doing little toward immediate amelioration of existing conditions unless there is a response of civic pride. For permanent elimination of the housing menace caused by tenement congestion and violation of sanitary regulations, the Health Commissioner said the only hope of solution was in laws that would give the Health Department adequate power to deal with the situation.

## SHREVEPORT PLANS A HOUSING SURVEY

Stirred to the need of action by a campaign carried on by the Shreveport Times, a movement has been started in Shreveport, La., for the making of a survey of its housing conditions. A

committee consisting of Mrs. George S. Sexton, A. Benoit and L. C. Bulkley has recently made a preliminary report on the necessity and scope of such a survey.

The committee recommends that the city be divided into 15 districts, that each district be assigned to an inspector, that suitable headquarters be obtained for the business of the committee where the reports can be filed and tabulated.

The committee estimated that from data obtained from the Water Department and Sewer Department that there are between 9,000 and 10,000 dwellings of all classes in the city limits. It is expected that the survey will cost about \$2,000. The committee expects to employ a person who is experienced in housing survey work.

## MODEL FLAT PROVES ITS VALUE

Previous issues of *Housing Betterment* have described the Model Flat opened in January 1920 by the Cincinnati Better Housing League to teach tenants by example how to make a tenement flat cozy and attractive.

After a year of work at the Flat the results show that it has proved itself worth while. Over 1,000 people have visited the Flat, mostly those who live somewhere in the neighborhood. 21 classes for girls in sewing, cooking and the care of the rooms, have been held; 5 meetings have been held with mothers in the district and in addition a half dozen entertainments of various kinds.

The Flat has served as a center for distributing useful literature such as "Anti-Vermin" leaflets; "Hints to Housewives"; "House Fly"; "Paint-up and Clean-up"; "Home, Health, Happiness"; "Food Values," etc. The Flat has also served as a means of encouraging the people of the neighborhood to clean up their yards and plant gardens. Ninety-one packages of flower, grass and vegetable seeds have been distributed, and as a result 21 gardens have been planted and 12 window-boxes made. More than a barrel of whitewash has been prepared and sold at cost to help tenants to put their cellars in good condition.

The services of a sewing woman have been secured. This woman spends most of her time at the Flat making various household articles which she sells to people in the neighborhood. She also assists in teaching the sewing classes. Many people in the neighborhood have come into the Flat to use the sewing machine and to have clothing cut and fitted.

Perhaps the most important effect of the Flat is that it has come to serve as a clearing house for complaints and has brought about improvements in many housing conditions. As an example of how this works one instance is of interest. Some months ago a yard was photographed which was filled with rubbish and ashes, an accumulation of two years neglect. A rear fence had been torn away and the yard drain obstructed. After the picture was taken the Visiting Housekeeper had the fence rebuilt with a new gate which was fastened with a padlock. The tenants and landlord together removed the rubbish from the yard. An "after" picture was taken. Sometime later a new tenant moved into the building and began dumping ashes in the rear yard; thereupon the old tenants who had formerly been indifferent to such conditions, at once came to the Housekeeping Center to complain of the careless tenant.

The following is a list of the improvements that have been made as a direct result of the work of the Model Flat.

633.....st.	General house-cleaning, painted iron beds, varnished chairs.
818.....st.	Covered kitchen floor with linoleum.
842.....st.	Made window blinds, curtains, covers, scarf like those in Model Flat.
6.....Alley	Moved from 1 to 2 rooms. Furnished living room according to Visiting Housekeeper's suggestions.
424.....st.	General house-cleaning. Purchased new furniture.
757.....st.	Removed old paper from walls. Whitewashed ceiling and attic. Used 4 gallons of whitewash.
753.....st.	Covered one floor with linoleum.
638.....st.	Made 3 blinds and 4 curtains like those at Model Flat.
752.....st.	Made 4 blinds and 3 curtains like those at Model Flat.
649.....st.	Made 2 blinds and 3 curtains like those at Model Flat.
720.....st.	Used 3 gallons of whitewash on yard, fence, toilet, doghouse.
838.....st.	Used 2 gallons of whitewash on ceiling.
774.....st.	Made 2 blinds and two pairs of curtains like those at Model Flat.
417.....st.	General house-cleaning.
666.....st.	14 year old girl cleaned own bed room and made curtains for closet.
853.....st.	Married, moved to better quarters, cleaned thoroughly.
820.....st.	Removed upholstering from old furniture, repaired and painted it.

BLEECKER MARQUETTE,  
Secretary, Cincinnati Better Housing League



## HOUSING BY EMPLOYERS IN THE UNITED STATES

The U. S. Bureau of Labor Statistics has just published an extremely important report on the subject of housing by employers in the United States, the report in question having been compiled and written by Mr. Leifur Magnusson of that Bureau. The report is most comprehensive, comprises a book of 283 pages, contains photographs, plans and very complete statistics, giving especial attention to conditions in the mining districts. The study which this report presents has been carried on for several years past by the Bureau of Labor Statistics and all persons interested in housing should lose no time in securing a copy of this interesting document. It can be obtained by writing to the Superintendent of Documents, Government Printer, Washington, D.C., remitting the price, which is 65c.

## ACCOMPLISHMENTS IN CITY PLANNING

"Municipal Accomplishment in City Planning" is the story of city planning progress in 87 cities based on information secured largely as the result of a questionnaire sent out by the City Planning Commission of Detroit. The task of editing is excellently done by Miss Theodora Kimball, Librarian of the Harvard School of Landscape Architecture. The 80 pages of the bulletin contain brief but complete reports from each city, a helpful and suggestive summary in which are digested such subjects as "Main Lines of Effort in Municipal Improvements," "Public Attitude Toward City Planning," "Methods of Public Education to Secure Support for a City Plan," and a supplement prepared by the National Conference on City Planning covering municipal appropriations for city planning in the year 1920.

There is a full list of published city planning reports in each city following the progress reports. The bulletins are distributed by the National Conference on City Planning, 60 State Street, Boston, for 40c per copy and when ordered in quantities of over 10 copies for 30c a copy.

## HOW TO PLAN, FINANCE AND BUILD YOUR OWN HOME

"How to Plan, Finance and Build Your Home," is the title of a new book of 154 pages recently published by the Southern Pine Association of New Orleans.

The book was prepared for them by the Architects' Small House Service Bureau of Minnesota, Inc., a group of practicing architects who have been engaged for more than a year in developing a plan service which would, through coöperative effort, place at the disposal of the small home builder, professionally designed plans of the highest character and quality, for houses of 3 to 6 primary rooms in size, at a price the small home builder can afford to pay. This will be made possible by the sale of plans on a quantity basis, the cost of preparing each plan being divided among a number of purchasers in different parts of the country.

The 101 houses pictured in the book have been designed to meet conditions in various parts of the United States, but are principally Northern and Western types. The houses are intended to give the home-builder the utmost in economy, convenience and beauty. Many of them, it is stated, can be built at the present time for less than \$5,000.

Complete plans, specifications and quantity surveys (bills of material) for any of the houses shown in the book may be obtained from the Bureau or Association at prices ranging from \$17.50 to \$32.50 a set. The Bureau maintains a drafting room at Minneapolis where changes in plans, if desired, may be made promptly and at reasonable expense.

## THE CONSTRUCTION INDUSTRY

An extremely valuable report on the present status of the construction industry comprising the Proceedings of the Philadelphia Construction Conference and the National Construction Conference held in Chicago recently has just been published in a paper bound book of 250 pages, price \$2 a copy. This is an up-to-the-minute discussion of the construction situation of the country and all persons interested in it should not fail to obtain a copy of this important document. Copies can be obtained of the National Federation of Construction Industries, Drexel Building, Philadelphia, Pa.

## PLANS FOR THE AVERAGE MAN'S HOME

All persons interested in the planning of dwelling houses for the average man, should be sure to avail themselves of the opportunity of obtaining a copy of the book recently published under the title "Home Builder's Plan Book," containing 50 small house

plans, being the prize and honor designs of the National Small House competition organized in connection with the "Own Your Own Home" Exposition held in New York and Chicago and in other cities.

Both the plans and elevations are among some of the very best that we have seen in recent years. The estimated costs of the houses range around \$8,000 to \$10,000. The prizes were awarded by a jury of architects consisting of C. H. Hammond of Chicago, Edwin H. Hewitt of Minneapolis, E. J. Russell of St. Louis, Hal F. Hentz of Atlanta and Dwight James Baum of New York. The book can be obtained from Moore, McCord, Gilchriese and Associates, Inc., 24 West 39th Street, New York City. Price \$1.25, bound in boards.

## LA MAISON HEUREUSE

### THE HAPPY HOUSE

Under this title Georges Benoit-Lévy, the French housing and town planning leader, has recently published a new book of 75 pages discussing the various problems involved in the planning, designing, equipping and furnishing of the home. This paper covered book written in French contains many illustrations, especially of the latest labor saving devices taken from American practice, as well as some of the best of the modern French ideas with regard to furnishing and interior decoration.

The book is sold at a price of \$1.40, postage prepaid and can be obtained direct from the publisher, Claude Simond, 4, rue d'Aguesseau, Paris, VIII<sup>e</sup>, France.

## HIGH COSTS DUE TO BUILDING CODE PROVISIONS

Mr. D. Knickerbacker Boyd, Architect and Structural Standardist of Philadelphia, who has rendered so many valuable services to the cause of standardization, has recently in a public address delivered at the Annual Meeting of the American Institute of Architects, supplemented the informative facts brought out by him at the meeting of the National Housing Association last December in Bridgeport, giving the results of the studies that he has made with regard to the conflicting provisions to be found in the building laws throughout the country, insofar as they relate to required thickness of walls for small houses and the effect of such requirements upon the cost and plan of such houses as well as upon fuel consumption.

The work which Mr. Boyd has done in this direction should prove of very greatest value to the studies which are now being made by Secretary Hoover's Advisory Committee on Building Codes.

In his address delivered at Washington Mr. Boyd said in part the following:

"One of the most obvious of these necessary revisions, relating to wall thickness, was brought to light recently in an investigation by the Structural Service Bureau of some 100 building codes throughout the Country. These results thus far verified are tabulated as follows:

*Code Provisions for Brick Exterior Walls in Dwellings*

One	story dwellings.....	8 inch walls.....	63 cities
"	"	"	"
"	"	over 8	14
Two	"	"	"
"	"	.....8	both stories.....28
"	"	over 8	first story.....31
"	"	over 8	both stories.....19
Three	"	"	"
"	"	.....8	all stories.....6
"	"	over 8	first story.....10
"	"	over 8	1st & 2nd stories.....21
"	"	over 8	all stories.....39

Schedules have been prepared which list the variations and give the width, area and height limit of houses in relation to each thickness of wall.

The lists are prepared on a generally comparable basis as to size of house and give the requirements, according to latest available information for a two-story house. \* \* \*

The first list includes some 29 municipalities permitting 8" walls in each story of a small two-story house, as follows:

Baltimore, Maryland, Birmingham, Alabama, Boston, Mass., Buffalo, N. Y., Cambridge, Mass., Cleveland, Ohio, Cincinnati, Ohio, Columbus, Ohio, Camden, New Jersey, Dayton, Ohio, Detroit, Mich., Duluth, Minn., Hartford, Conn., Minneapolis, Minn., New Bedford, Mass., New Orleans, La., New York, N. Y., Philadelphia, Pa., Portland, Oregon, Pittsburgh, Pa., Rochester, N. Y., Seattle, Wash., Syracuse, New York, Tacoma, Wash., Tampa, Florida, Trenton, New Jersey, Washington, D. C., Wilmington, Delaware, Worcester, Mass.

The second list includes cities requiring the walls in the first story of a small house to be 12 inches or 13 inches thick, but providing for an 8 inch or 9 inch wall in the second story. There are 31 cities on this list, as follows:



Albany, New York, Albuquerque, N.M., Boise, Idaho, Butte, Montana, Chicago, Illinois, Dallas, Texas, Davenport, Iowa, Denver, Colorado, Grand Rapids, Mich., Indianapolis, Ind., Jacksonville, Fla., Kansas City, Kan., Knoxville, Tenn., Lawrence, Mass., Los Angeles, Cal., Manchester, N. H., Memphis, Tenn., Milwaukee, Wis., Norfolk, Virginia; Oakland, California, Omaha, Nebraska, Providence, R. I., Richmond, Va., Salt Lake City, Utah, San Francisco, Cal., Savannah, Ga., Spokane, Wash., Springfield, Mass., Toledo, Ohio, Worcester, Mass.

The third list includes those cities which require the walls of each story in every small house two stories in height to be 12 inches or 13 inches thick. There are 19 cities on this list, namely:

Albany, N. Y., Atlanta, Ga., Augusta, Ga., Bridgeport, Conn., Buffalo, N. Y., Chattanooga, Tenn., Des Moines, Ia., Jersey City, N. J., Louisville, Ky., Lowell, Mass., Nashville, Tenn., Newark, N. J., New Haven, Conn., Paterson, N. J., Petersburg, Va., Shreveport, La., St. Louis, Mo., St. Paul, Minn., Wichita, Kans.

Consulting these lists it is plain that in some cities it is possible to construct a two-story dwelling with 8 inch walls for both stories above basement, while in a neighboring city, perhaps not ten miles distant, 12 inch walls are required throughout. Why should the thicker wall be required if the 8 inch wall is equally safe and is approved by 28 cities, among them some of the largest in the country?

Of especial interest to the home builder, is the fact that the use of an 8 inch wall means a saving to him in money and space. Just how much of a saving in money can be visualized by a specific example:

The following figures are based on two-storied walls, not allowing for half stories, or for openings, and disregarding whether the foundations are of stone, concrete, brick or other solid material. In a house 20 by 30 feet — using that merely as a convenient standard of size for the purpose of calculating— there will be a saving between an 8 inch wall and a 12 inch wall, of 12,500 bricks (in round numbers). Those extra bricks would mean, at the average current price, that from \$250.00 to \$300.00 has been added to the cost of the house for the brick alone, to which a like sum must be added for the cost of the mortar and the time of the bricklayers and helpers necessary in laying of the extra 12,500 bricks. In other words, a house of the same outside dimensions would cost from \$500 to \$600

more in Albany or St. Louis than it would in Pittsburgh or Seattle.

In addition to safe structural requirements and money savings there are other important features. The difference in thickness of the walls increases the area on each floor by about 30 square feet, or in other words, the 8 inch wall means about the size of a small bathroom or several large closets added to each story. \* \* \*

As an instance of the effect that wall construction may have upon type of plan;—in the City of Philadelphia, 9 inch walls have long been allowed, but this thickness has been limited to a building not over 16 feet wide. The operative builders of Philadelphia found that they could sell much more readily, a house that had more light and more air than the old conventional type—a house with an L at the back and a narrow court.

But according to the building laws, they had to make the better-planned wider houses with walls 13 inches thick, therefore many of them stuck to the old type of building; because being narrower it could have 9 inch walls and hence was cheaper. So, the operative builders called on the Chief of the Bureau of Building Inspection and explained the situation; and he, thoroughly convinced that a change was desirable, said: 'We will prepare and submit an Enabling Act to the legislature of Pennsylvania.' And last year among them all, they amended the 16 foot act so that houses 20 feet wide could be built with 8 inch walls and the type of plan for dwellings in Philadelphia is now developing into what is called the 'air-light' house without any back extension and departing from the old one with a narrow court-like yard.

Thus there is placed squarely before the public one of the most practical means of relieving the housing shortage. What has been proven wise in the past by so many cities throughout our great land should certainly prove wise for all.

Revise Building Codes to permit a more efficient and scientific use of building materials!"

## PROGRESS OF HOUSING IN ENGLAND

According to a statement made by the Minister of Health in the House of Commons the latter part of May, considerable progress had been made in the Government housing schemes. On May first, there were 176,000 houses for which estimates had been

approved; 160,000 houses were under signed contracts and the construction of 102,000 houses had been actually commenced. There were altogether, including the subsidy-built houses, 45,000 houses completed at that time. Sir Alfred Mond added that both skilled and unskilled labor had increased from 49,000 men employed on the Government housing schemes on October first, last, to 130,000 on May first, and that houses were now being completed at the rate of about 7,000 per month. He added:

There was one very curious fact which had emerged since the early days of the housing scheme. Local authorities, in a large number of cases, had come to the conclusion that the figures they had put forward as to the number of houses required were enormously beyond the demand existing today. Local authorities which had put forward schemes for 5,000 houses now stated that they did not propose to proceed with more than 500. He believed that this was due, in many cases, to the changed economic conditions. On the best possible estimate there would be a loss to the State of £60 a year in respect of each house erected by local authorities. If that were translated into 200,000 or 300,000 houses, it meant an annual burden on the tax-payer of £12,000,000 to £18,000,000. In addition, they had advanced £15,000,000, for private builders' subsidies, and had undertaken other obligations.

He was glad to say that the price of houses was coming down. Tenders for an averaged-sized house decreased from £950 in August to £855 in March, and they were still coming down.

The Ministry was carefully studying the problem of concentrating its efforts in regard to housing on the larger industrial districts where the need was greater than in the more outlying districts. If it was necessary to cut down their commitments, the sooner the local authorities set about doing so the better. But he did not think that anyone could really imagine that this could possibly be the end of the housing difficulties. The idea was to work to an ultimate gross number of 300,000 houses. Local authorities had been extremely successful in regard to their housing finance. There was a very large number of houses being built, and enough work to keep many authorities going for a long time without any new commitments. They were still short of labor—plumbers, bricklayers and particularly plasterers.



In response to a question put by a labor member as to the restrictions placed on houses built by the Building Guilds, Sir Alfred Mond said:

He was sympathetic with Building Guilds, but, as far as he knew, none had submitted anything but an estimate for houses, and if the cost exceeded the estimate the authority would have to pay the difference, while in the case of a tender submitted by a contractor if the cost was greater than the amount of the contract the builder had to bear the loss.

Information contained in private dispatches received in the United States indicates that the present industrial situation in England is having a marked effect upon the situation. One competent observer writes as follows:

There are also signs that, owing to the general financial stringency that all of us are feeling, that the demand for houses has decreased. The report of the Registrar General issued recently shows that the number of marriages has dropped to a very low mark.

The fact that a limit has been set to the immediate housing program does not, of course, mean that when the present scheme comes to an end in July, 1922, some further housing scheme may not be developed to meet the situation, as it may then exist. But for several months to come all concerned with housing, whether they be local authorities or Labor, have their hands full to carry out the contracts that have been signed.

Another equally competent observer writes:

With regard to the question of our Housing policy we have had the inevitable "economic ramp" due to the industrial slump which opened at about the end of October and this was very serious in its effect for a time. It was especially serious because the Government proposed to continue the Excess Profits Duty and this, to manufacturers who were under the cold douche of an industrial slump, was a cause of great irritation and the whole strength of the industrial influence was exerted against the Government.

But with the announcement of the decision of the Government to repeal the duty the situation was greatly eased. We have had to work very hard to keep housing on the rails. But I am delighted to say that the feeling both in Parliament and out of it is that the housing pledges must be kept.



## THE GOVERNMENT'S NEW POLICY

Sir Alfred Mond, recently appointed as Minister of Health, in receiving a deputation from the Association of Municipal Corporations a few weeks ago made the following announcement of the Government's policy with regard to housing:

Under the present Regulation the general housing subsidy only extends to July, 1922. It is obvious that where local authorities have, with the consent of the Ministry, entered into commitments and where the delay in completing their schemes is due to such difficulties as the procuring of adequate labor and materials, arrangements will have to be made to extend the payment of the subsidy for a reasonable period. This, however, must not be taken as an encouragement to local authorities to be dilatory in carrying out the work they have in hand.

Local authorities can rest assured that there is no intention on the part of this Department or of myself to deal with them unfairly or to take advantage of them. We quite realise that they have, with our approval, entered into financial commitments. The Government has got to fulfil its obligation in a perfectly straightforward manner.

I have been asked to make a statement as to the obligations contained in Section (1) and Section (7) of the Housing Act. When the system of subsidy no longer operates, it is obvious that we shall not exercise our powers in any kind of unreasonable or unfair way. It will not be impossible that when we arrive at the end of this housing scheme that the Government may be ready to enter into another scheme, should it be necessary. The time to consider how far the Act of 1919 will have to be modified will be when the operation of that Act is drawing to a close. All I can say at present is that so far as we are concerned default powers, which are, of course, rightly inserted in the Act, will not be used to compel local authorities to carry out ruinous schemes.

The Government does not intend to extend the present system indefinitely. A limitation of the number of houses to be built under the housing scheme will have to be arrived at and the number of rejected schemes will have to be reduced. It has been very difficult to ascertain really what the total number of houses required in each district is, and we find that in many

cases the original estimates were rather more what the idealists conceived than what the practical man considered necessary.

Every effort must be made to obtain modifications of the contracts already let in view of the falling prices in material and labor. Unfortunately, owing to circumstances which nobody could have controlled, most of our contracts have been let at the top of the market; but there is no doubt that a careful scrutiny in every case of the terms and conditions of contracts will enable us to get savings effected.

In view of the fact that we have a great deal of work in hand, we ought to go slow in accepting future tenders. With a falling market no business man is in a hurry to commit himself. The policy of rejecting tenders as too high is a perfectly sound one. I have been asked to state specifically in money what in my opinion a reasonable reduction in the cost of houses should be, but if we were to send out a circular to local authorities giving the prices of which we approve no builder would ever tender below those prices. We find that prices are coming down, and there is more competition in the last few months in the building trade.

Our broad problem remains the same. We have to erect houses of a reasonable standard at a reasonable expenditure; we have got to cut our coat according to the amount of cloth we have."

## THE NEW HOUSING BILL

The new Housing Bill introduced in Parliament on March 23, by the Ministry of Health (H. C. Bill 54) is a short measure. The chief feature of it is the extension of the time within which the subsidy to private builders can be available, the time being extended to June 22, 1922. The bill does not increase the amount of the subsidy, but merely extends the period during which it may be availed of.

Another section of the bill enables local authorities to hire houses that have been empty for 3 months whether the owner wishes to rent them or not. This commandeering provision applies, however, only to houses of a rateable value of £50 or under in the Metropolis, and £40 or under elsewhere. New houses erected since April, 1919, are exempt from this provision.

Another section deals with the carrying out of drainage schemes and provision for utilities of other kinds by the local authorities in

those cases where housing schemes are being undertaken outside the governmental boundaries of a given district.

Another feature of the measure is the power given to Public Work Loan Commissioners to loan money to authorized associations proposing to develop a Garden City. This power must be exercised within 3 years. Further provisions of the bill deal with the raising of loans by local authorities and public utility societies.

In moving the second reading of the bill in the House of Commons, Sir Alfred Mond said: "Its main object was to extend the subsidy to private builders; that the clause dealing with the compulsory hiring of empty houses by local authorities was not of much practical value and he moved its deletion."

He stated that he had also come to the conclusion that it was not right to continue the prohibition of "luxury" buildings even though that policy may have been justified at the time it was adopted. Today the situation was different. There was so much unemployment that he thought they could safely withdraw the restrictions and that he would, at an appropriate time, move an amendment to that effect.

## THE NEW DIRECTOR OF HOUSING

The appointment by Sir Alfred Mond, Minister of Health, of Sir Charles Ruthen, a distinguished architect of London, President of the Society of Architects as well as a Fellow of the Royal Institute, has apparently given general satisfaction in London. The Architects' Journal in a recent editorial says of him: "Energetic and practical to the highest degree, he will not tolerate slackness in others, and has a faculty for getting things done. He is sure to make his mark on the housing movement. Indeed, he may be said to have done that already, for he has very definite views on materials and construction and has had the courage to put in practice certain economical methods of his own suggestion. There is no doubt as to his capacity as a propulsive force."

## CONTROL OF LUXURY BUILDING NOT A SUCCESS

One of the features of the Government's housing policy in the past was the control of so-called "luxury" building. The theory back of this policy was that this would prevent the use of labor and materials greatly needed for the building of houses from being employed in the construction of garages, theatres, business build-



ings and other forms of construction which, from the point of view of the Government were not so urgently needed.

It has been the view of competent observers from the beginning that these measures were never wise and that they would not accomplish the results expected. It is interesting to find that recently in the House of Lords the question having been raised as to the necessity for continuing power to local authorities to restrict "luxury-building" that the Earl of Onslow, who has succeeded Viscount Astor as Parliamentary Secretary to the Ministry of Health, stated that: "When the Housing Bill now before Parliament was under consideration any amendments to abrogate the restrictions would be received with sympathetic consideration."

The bill was subsequently so amended and passed in the amended form with the control of "luxury-building" eliminated from the law.

### PROGRESS AT WELWYN GARDEN CITY

According to *Garden Cities and Town Planning*, good progress is being made at Welwyn, the second Garden City to be developed in England. On April first, last, 40 houses were then occupied and another 40 were expected to be ready for occupancy by May first. A restaurant with novel decorations in charming surroundings near the railway station was opened near Easter time.

In order to give the shareholders and their friends an opportunity of inspecting the development at Welwyn, a series of luncheons have been arranged at its restaurant for June 2nd, 16th, 30th and July 14th. A special car has been arranged for and all steps taken to facilitate the inspection of this extraordinarily interesting project.

### HOW SUBSIDIES WORK

An interesting illustration of the difference between Government housing and private enterprise was brought out in the discussion of the continuation of the Government's subsidy grant in Parliament a few weeks ago where an instance was quoted of a bricklayer who had erected a house for himself at a cost of £400 which would have cost £1,000 under a Government scheme. One of the members of Parliament suggested ironically that other bricklayers employed on public schemes might use their spare time to build their houses quickly and economically as private capitalists in which they would be encouraged by the unions and subsidized by the Government!



## 70,000 TONS OF SOLID MATTER IN LONDON'S AIR

An interesting presentation of the value of clean air from the point of view of health was had at a recent discussion before the London Society when Miss Norah March, editor of *National Health*, discussed the development of London in relation to health. She pointed out Hampstead as an example of healthy conditions, showing that the death rate was lower at Hampstead than for any other London borough.

One of the interesting disclosures made at this meeting was that bronchitis was one of the chief causes of death in London and that the rate from this disease was higher in London than it was for the whole of England, attributable largely to the smoky condition of the atmosphere of London owing to the fact, as was pointed out, that there was something like 20% less sunlight in London than in rural towns. An interesting bit of information brought out by the discussion was the statement that it had been estimated that the amount of solid matter in the London air was about 70,000 tons per year, but a note of cheer was struck by pointing out that this amount was diminishing year by year owing to the increased use of gas stoves and electricity.

## A NEW BUILDING MATERIAL

With the imperative necessity that exists throughout the world for reducing the cost of building, almost for the first time in centuries effort is being made in the direction of scientific research toward securing economies of construction and the use of new materials that will reduce cost.

We have referred in previous issues to the systematic experiments that have been going on in England for over a year past in this direction.

One of the most interesting series of experiments has been in connection with a new material known as "Moler" a material obtained from extensive stratified deposits lying on the Northeast Coast of the Island of Mors in Denmark. These deposits are of marine origin and consist of diatome silex naturally admixed with just sufficient clay to enable it to be molded into brick. Burned bricks made of this material suitable for the inner lining of cavity walls (particularly those built of concrete) and hollow blocks for partitions as well as for the construction of floors, have recently been introduced, having very marked insulating properties. Inciden-

tally they are highly fire and sound proof, weigh about half as much as ordinary bricks, and have in addition a wide application for the protection of steel work from fire or corrosion.

The village folk living on the Island of Mors have for a long time been aware of the value of these deposits as a building material and the dwellings which they have built of it are remarkable for equability of temperature at all seasons of the year. The Danish Government in recent years commissioned its officials to make inquiries and prepare a report on the subject, with the result that the material was subsequently used on a large scale for State buildings.

Recent tests and experiments with this material made by the National Physical Laboratories of England have demonstrated very remarkable qualities with regard to its non-conducting capacity, crushing strength and weight as compared with such standard building materials as terra cotta, breeze, concrete blocks and ordinary bricks.

The Ministry of Health has approved the use of this material for external walls.

## CENTRAL HEATING IN SCOTLAND

The National Housing and Town Planning Council of England has recently called attention to the interesting feature of the Dundee housing scheme by which a central system of hot water supply and heating are provided for the occupants of the houses. The system is generated at a central station, passed through pipes to sub-stations there dealt with by calorifiers and then distributed by mains to the houses.

A similar scheme in England is included in the 1,000 houses to be built by the Corporation of the City of Manchester at Blackley and the 580 houses to be built at Gorton.

In both of these cases the water is heated at a central station from which it is pumped to the top of a tower and distributed at a tap temperature of not less than 120 degrees. It is estimated that the cost per house per week of the hot water supply will be 1 s. 3 d. per week, and prospective tenants have agreed that this sum shall be added to the rent.

## HOUSE FURNISHING

An exhibition of furnishings for houses was recently organized

at the Welwyn Garden City by the Design and Industries Association.

In order to demonstrate the practical application of its ideas on household equipment the Association furnished two types of the model houses being erected at Welwyn.

One of these houses, costing only £750 to purchase will be furnished in suitable fashion for a workingman; while the second house will be equipped for people of larger earning power but of moderate means.

This practical demonstration should prove of very great value in improving standards of taste throughout England.

A similar scheme has been developed in the north of England where the Manchester Committee of the same association has similarly arranged for the decoration and furnishing of a cottage on the Anson Estate of the Manchester City Council.

## TYPES OF HOUSES UNDER THE GOVERNMENT SCHEMES

According to a statement issued recently by the National Housing and Town Planning Council of England on behalf of the Housing Committees of local authorities, it is stated that in practically all of the housing schemes of urban local authorities the number of 12 houses per gross acre has not been exceeded; most local authorities have provided a setback of at least 20 feet for the houses; the need for rigid economy has caused the elimination of stone and iron fences and division walls and the fences for the front gardens are therefore mostly of the wood and wire type with concrete or wooden posts. Privacy will be secured, however, through the planting of hedges.

One of the interesting questions which the National Housing and Town Planning Council calls attention to is that of selecting suitable names for the new roads and streets included in the various schemes and adds that there is general agreement as to the desirability of recognizing the Garden Suburb character by choosing the names of trees, shrubs and flowers in preference to individual names.

Among the other questions discussed in this statement are the so-called "battle of the parlor" and the desirability of the third bedroom. The statement adds that the number of houses with but two bedrooms erected by local authorities is less than 10% of

the total and that in rural areas this proportion is even less. Nearly 20,000 houses built by local authorities are said to be now occupied.

## SCOTTISH HOUSING CONFERENCE

Under the auspices of the Scottish National Housing and Town Planning Committee a Housing and Town Planning Congress was held in Edinburgh on April 19th and 20th, last.

Among the questions discussed at this conference were the following: (1) The need for the adherence of the Government to the national housing program; (2) the fixing of rents, and other administrative problems arising in regard to the administration of the financial regulations; (3) the extension of the period to be allowed for carrying housing schemes into effect; (4) housing finance; (5) regulations as to the management of housing estates, general conditions of tenancy, etc.; (6) the need for adherence to good standards of construction and design of houses; (7), (8) and (9) the concentration on housing schemes of labor and materials in sufficient volume to enable a large number of houses to be built in 1921—questions relative to difficulties in securing tenders at reasonable prices—the supply and price of building materials.

## PRICE FIXING IN ENGLAND

A report just issued by the Standing Committee on Prices and Trusts (Cmd. Paper 1200, H. M. Statery. Office) dealing with what is known in England as the "light castings trade," has an important bearing on the cost of houses; for, the industry in question specializes in the production of iron castings used in house buildings which include such important parts of the building as bathtubs, waterclosets, stoves, grates, mantels, registers, rain-water pipes and other fittings.

While the report in question states that the profits are not unreasonable, it criticizes the monopolistic control of the industry, pointing out that the National Light Castings Association is a trade combine which governs 95% of the British output of light castings. This Association fixes the price below which the product manufactured by its members shall not be sold, and by a pooling arrangement the Association penalizes any member who increases his output and rewards any member who reduces his output relative to the rest.



The committee regards this as tending to restrict total output, to stereotype the industry and to retard efficiency and holds this practice to be contrary to the public interest. The committee also expresses the view that the giving of deferred rebates on condition of price maintenance and exclusive dealing should cease.

The manufacturers of England should congratulate themselves that they do not live in America; for, if the practices disclosed were found here those guilty would by this time be on their way to jail.

## SCOTLAND HAS PROFITEERS TOO

A Government Committee of Inquiry into the high cost of building working-class dwellings in Scotland has been holding a series of meetings in Edinburgh with regard to the high cost of building.

The senior partner of a prominent firm of timber importers in Leith submitted evidence as to the cost of timber. In cross-examination he stated that timber had risen 250% over pre-war prices. This increase was due, he said, to the following causes, apart from the interference with supplies caused by the war:— (1) Government control; (2) war rates of wages; and (3) trade union restrictions. The Government control of timber had played into the hands of monopolists, especially in Sweden, and whilst timber was cheaper by 25% than it was six months ago the future course of prices depended largely on Sweden. Timber importers were now compelled to employ gangs of 8 instead of 4 men, as in pre-war days, for receiving timber from ships. These men had to be employed for shifts of three hours, even although only a half-hour's work was required. It would not be possible to obtain Russian timber for some years, as, apart from the reluctance of merchants to trade with the Soviet Government, there would be no timber available for shipment until, say, 1925. The discontinuance of excess profits duty would help to bring about an equitable balance of profits. Timber merchants were at present in a position of great anxiety owing to the large stocks which they had on hand. There was more than sufficient timber in the country to provide for all the houses required.

A firm of surveyors under the Scottish Board of Health gave details of the increases in costs of materials and wages from 1914 to 1920.

Bricks, which in 1914 cost £1, 16s. per 1,000 now cost £4, 16s. The building of a 4½ in. brick wall in cement, which in 1914 cost

2s. 1d., now costs 10s. 6d. Walls, which in 1914 cost £1, 17s., now cost £4, 10s. Timber, which cost £15 per standard in 1914, now costs £62, 10s. Wages figured largely in these increases, but they could give no information as to whether reduced output per workman per hour had any effect on the increased costs.

## THE VALUE OF THE GARDEN CITY MEASURED IN HEALTH AND WELFARE

At last a study has been made of the height, weight and general physical and mental condition of children who have been born in a Garden City as contrasted with children born in a *neighboring* community of practically identical size.

As all students of housing know, striking figures have been available for some years with regard to the variation in height and weight of children of the same age groups in certain of the English Garden Villages and Garden Suburbs as contrasted with children of the same age groups in great metropolitan centers of England.

While these figures have been most impressive and very valuable, it has been felt that to afford a truly scientific basis for argument of the advantages of Garden Cities in securing improved health, that the comparison should be made between children who have lived all their life in a Garden City and those who have lived in a nearby community of similar size.

At last such a study has been made. Last year a special inquiry of this nature was made by Dr. H. H. Thomson, the Medical Officer of Health for Hertfordshire, England and Dr. Norman Macfadyen, the Assistant School Medical Officer for the Letchworth Urban, Hitchin Urban and Hitchin Rural Districts of that county.

The report of this inquiry into the physical condition of school children in Letchworth Garden City and the neighboring town of Hitchin will be found in the report of the Chief Medical Officer of Health to the Board of Education for 1919 (price 2s.).

The significant features of the report have been summarized in the February issue of the *Garden Cities and Town Planning* magazine. Every student of housing and every advocate of better housing conditions should at once obtain possession of this summary.

The purpose of the inquiry and the facts disclosed by it are set forth as follows:

The aim of this inquiry was to compare the physical condition of school children living in a Garden City with that of a similar number of children living in an adjoining populous urban district. The Garden City selected for this purpose was Letchworth, which has a population of approximately 10,000, an acreage of 3,652 acres, 2,200 inhabited houses, and is built upon Garden City lines. In Letchworth there are a large number of factories, engineering, motor-car, printing, etc., and it is in many respects an active industrial town. The urban district selected for the purposes of the comparison was the Hitchin Urban District, which is situated some  $2\frac{1}{2}$  or 3 miles from Letchworth, and has a population of approximately 12,000. Hitchin is an old urban district, with 2,800 inhabited houses, and differs considerably from Letchworth in that the houses are very old and crowded together. It has a small engineering factory, tanyard, and one or two smaller works.

In order to secure accuracy with regard to the effect of environment upon the physical standard of the school children, only those who were born in Letchworth and in Hitchin were selected for the purposes of this inquiry. A total number of 485 children were examined: 249 boys and 236 girls. Of these, 242 were examined in Letchworth and 243 in Hitchin. At the outset an effort was made to restrict children to the age groups, 1908 and 1912; but it was found impossible to obtain sufficient children for the purposes of this inquiry belonging to those groups; the various age groups to which the children belonged in the two districts were as follows:

Born in 1907: Hitchin	Boys and Girls	17
"    Letchworth	"	18
Born in 1908: Hitchin	"	46
"    Letchworth	"	41
Born in 1909: Hitchin	"	44
"    Letchworth	"	45
Born in 1910: Hitchin	"	27
"    Letchworth	"	29
Born in 1911: Hitchin	"	38
"    Letchworth	"	38
Born in 1912: Hitchin	"	71
"    Letchworth	"	71

The result of the inquiry shows that the general physical condition and freedom from defects and minor ailments

reached a higher level in the Letchworth children than in the Hitchin children.

### *Clothing and Footgear*

The result of the examination of the Letchworth boys and girls shows a figure slightly above the normal, namely, 3.01, while for the Hitchin boys and girls the figure was 2.83, that is to say, that in 20.97% of the Hitchin children the clothing and footgear was below the standard which was regarded as normal, while in the Letchworth children every child examined either reached or passed the normal.

### *Height and Weight*

The average height of the Letchworth children was 132.54 cms. (52.1 in.) compared with 131.29 cms. (51.7 in.) for the Hitchin children; while the weight for the Letchworth children was 27.78 kgs. (61.2 lbs.) compared with 26.38 kgs. (58.1 lbs.) for the Hitchin children. These figures show that generally the physique of the Letchworth children was superior to that of the Hitchin children. . . .

### *Cleanliness*

With regard to the question of cleanliness the difference between the children in Letchworth and Hitchin was very marked. It may be stated, however, that in Hitchin there is an insanitary area inhabited by about 1,000 people, and from this area a considerable number of the children examined came. With regard to cleanliness of the head, Letchworth showed a percentage of 14.46 unclean, while in the case of the Hitchin children the percentage was 29.62, a very marked difference. A somewhat similar difference is shown with regard to body cleanliness: in the Letchworth children the percentage of uncleanness of the body being 12.34, compared with 26.74 in respect of the Hitchin children.

### *Teeth*

The percentage of children with defective teeth was 63.22 in Letchworth compared with 76.54 in Hitchin. It should be stated, however, that in Letchworth there has been a voluntary dental clinic for some years, so that the children in this district have had facilities for dental treatment not enjoyed by the Hitchin children. Medical inspection during the year 1919 showed that Letchworth was one of the two districts in the



county with the highest percentage of perfect teeth amongst the children examined.

### *Tonsils and Adenoids*

With regard to the nose and throat, any slight unilateral or bilateral enlargement of the tonsils was regarded as under the normal figure "3," while under the heading "Adenoids" was included any evidence of post nasal growth or nasal obstruction. The figures for these combined conditions showed that in the Letchworth children 26.41% suffered from one or the other of the conditions, while the percentage for Hitchin was 30.24. The Letchworth children showed a slightly higher percentage with enlarged submax, and cervical glands, the figures being 4.54 compared with 4.52 for the Hitchin children. The Letchworth children also showed a higher percentage with external eye disease, the figures being 4.54 compared with 1.23 for the Hitchin children.

### *Vision, Hearing and Speech*

The percentage of the Letchworth children with serious defective vision was 3.71 compared with 7.81 for the Hitchin children.

The percentage of children suffering from ear disease was higher in Letchworth than in the Hitchin children, namely, 3.71 as compared with 1.23.

There was little difference in the percentage of children with defective hearing, the figures being 3.71 for Letchworth and 3.70 for Hitchin.

With regard to defective speech, 83% of the Letchworth children were defective as compared with 1.64% of the Hitchin children.

### *Mental Condition*

Of the total number of children examined no case of mental deficiency was detected, but the children naturally varied considerably with regard to their mental standard. From information obtained from the teachers the conclusion was arrived at that in 10.74% of the Letchworth children the mental attainments were poor, while amongst the Hitchin children the percentage was 30.86.

### *Heart*

In the examination of the heart, special attention was paid

to the presence of valvular disease, disordered action and displacement of the apex beat. Deviation from the normal was found in 5.78% of the Letchworth children compared with 6.17% of the Hitchin children.

### *Lungs and Tuberculosis*

The chest was carefully examined for evidence of tuberculosis or other disease of the lungs. A number of the children presented certain alterations in the character of the breath sounds which suggested a pathological basis, while in a certain number of children evidence of a catarrhal condition existed. In 6.61% of the Letchworth children, the condition of the lungs was regarded as below normal, and a somewhat similar percentage was recorded for the Hitchin children, namely, 6.15. . . . The percentage of stigmata found in the Letchworth children was 9.50 compared with 7.40 for the Hitchin children. It is interesting to note that the percentage of stigmata found is higher in Letchworth children than in the Hitchin children, as the opposite might very well have been expected, having regard to the conditions under which the children live. It should be stated that a very considerable amount of imported tuberculosis is to be found in Letchworth, as many tuberculous patients are recommended to remove from London and other large and populous districts to live in Letchworth for the sake of their health. Relative to this there is also the significant fact that the death rate from non-pulmonary tuberculosis in Letchworth was higher than the death rate from pulmonary tuberculosis during the year 1919.

### *Rickets*

With regard to other defects it was found that rickets and spinal deformities gave a higher percentage amongst the Letchworth children than in the Hitchin children. Other diseases and defects have a percentage of 1.37 for the Letchworth children as compared with 3.70 for the Hitchin children. . . .

### *Chest Measurement*

The measurement of the chest on full expansion was taken in the case of all the children, and it is interesting to note that the full expansion for the Hitchin children was 26.04 inches compared with 25.68 inches for the Letchworth children. It should be stated, however, that amongst the Hitchin children

examined were a considerable number of boy scouts, who showed considerable aptitude in expanding their chests to the fullest dimensions.

### *Conclusions*

The conclusions to be drawn from the inquiry are that the general health, cleanliness and mentality of the Letchworth children was on a higher level than that of the Hitchin children. The beneficial effect of physical training was indicated by the appearance and carriage of the boy scouts who were almost without exception well developed, of good color, had an alert carriage and an excellent chest development and expansion. This emphasizes the importance of physical training in relation to the physical health and welfare of the school children. . .

## **PROGRESS OF TOWN PLANNING IN ENGLAND**

The question has been raised "What Progress has been made in England under the Town Planning Act of 1919?"

The April issue of "Housing" which is a Town Planning number sets forth in tabular form all Town Planning schemes either in contemplation, in course of preparation, or in actual operation on March first, 1921. From this it appears that 154 Local Authorities are actually engaged in the preparation of 238 Town Planning schemes covering over 583,264 acres.

Seven schemes have been finally approved by the Ministry of Health involving 10,329 acres, submitted by 5 Local Authorities.

These 7 schemes comprise the 3 schemes of the City of Birmingham known as the (1) Quinton, Harborne and Edgbaston Scheme; (2) the East Birmingham Scheme; and (3) the East Birmingham Amendment Scheme. The remaining 4 schemes are those of the Corporations of Chesterfield and Rochdale, and the Urban District Councils of Ruislip-Northwood and North Bromsgrove.

In addition to these schemes, 9 others have been submitted by 8 different Local Authorities involving 23,216 acres, but had not been approved on March first, last, but were still under consideration at that time. These schemes were those submitted by the Corporations of Leeds, Croydon, Luton, Manchester, and Birmingham (2 schemes), the Urban District Councils of Margam and Otley, and the Rural District Council of Hunslet.

In addition to these 16 schemes there are 155 others authorized under the Act of 1909 submitted by 101 Local Authorities and involving an acreage of 275,051 acres.

While these schemes have been authorized, they have not yet been submitted to the Ministry of Health.

In addition there are 42 other schemes which do not require approval of the Central Government involving an acreage of 151,283 acres and 18 schemes that have been approved involving an acreage of 77,232 acres with 7 resolutions still awaiting approval.

The following table shows the present situation at a glance:

Position of Scheme	No. of Schemes	No. of L. As. Submitting Schemes	Acreage Covered by Schemes
1. Schemes finally <i>approved</i> (including one amending scheme).....	7	5	10,329
2. Schemes <i>submitted</i> and <i>not yet approved</i> .....	9	8	23,216
3. Schemes <i>authorized</i> under Act of 1909 to be prepared but not yet submitted. ....	155	101	275,051
4. <i>Resolutions</i> under Act of 1919 deciding to prepare Schemes:—			
(i) Not requiring approval.....	42	39	151,283 (approx.)
(ii) Approved.....	18	15	77,232 (approx.)
5. <i>Resolutions</i> awaiting approval. ....	7	7	46,153 (approx.)
Totals.....	238	154 (net)	583,264

## HOUSE PROPERTY MANAGEMENT

The Women's Section of the Garden Cities & Town Planning Association last October appointed a sub-committee to report on the methods and practices of house property management with special reference to working-class property and its management by women.

This committee, which was headed by M. M. Jeffery, has recently rendered its report which will be found in the April issue



of *Garden Cities and Town Planning*. The conclusions of the committee are summed up as follows:

(a) That the management of working-class property should be in the hands of persons who have had definite training in estate management and in social science.

(b) While not advocating that all properties should be handed over to women to manage, they are convinced that there are special requirements on certain properties which at the moment urgently call for women's special experience.

(c) It is advisable for a local authority to appoint women in its housing department. The City Council of Birmingham has taken the first step by appointing a "woman rent collector and supervisor of houses."

(d) That every effort should be made to draw the attention of the local authorities to the importance of the need for an improved standard of management.

The report further considers the subject under four main topics:

1. The classes of property to be managed.
2. The qualification of managers and assistants.
3. The training necessary.
4. Payment.

## NEW DEFINITION OF THE GARDEN CITY

At a meeting of the Garden Cities and Town Planning Association held at London last October, called to formulate a plan of action for the Association, a slightly modified definition of the Garden City was agreed upon. The definition thus adopted now reads as follows:

"A Garden City is a town designed for healthy living and industry; of a size that makes possible a full measure of social life, but not larger; surrounded by a rural belt; the whole of the land being in public ownership, or held in trust for the community."

## A RETROGRADE STEP

What seems to us in the United States a backward step and we should think would similarly impress housing reformers in England, is the decision recently reached by the Ministry of Health that lavatory basins (wash bowls) will not be allowed in the grant of funds made by the Government in state-aided housing schemes.

The effect of this policy has already been reflected in the action of one local authority, namely, that of the Wandsworth Borough Council which because of this decision of the Ministry has decided to omit lavatory basins in the houses which they are building.

## **PUBLICATIONS ON HOUSING ISSUED BY THE GOVERNMENT**

In the magazine *Housing*, issue of October 25, 1920, will be found a complete list up to September 30, 1920, of all official publications on Housing.

This list has been classified under the following groups: Acts of Parliament; Regulations and Orders; Other Parliamentary Publications and Reports of Committees; Circulars; General Housing Memoranda; Miscellaneous Pamphlets and Memoranda; Manuals; Model Specifications; Contracts; etc., and Bills of Quantities. These documents can be purchased directly through H. M. Stationery Office, Kingsway, London, W.C. 2.

## **THE COST OF LAND**

How important are the powers given the Government under the Acquisition of Land Act in connection with the providing of housing facilities in England is found in some of the recent awards made by the official arbitrators appointed under the Act in question. A case in point is the case of the Penarth-Urban District Council where 22.46 acres of land located at Cogan was being acquired. The owner claimed for this land £13,544. The Council offered £6,600, or less than one-half. This was refused. The official arbitrators made an award of £6,630, or practically the terms offered by the local authorities, or one-half the price asked for it by the owners.

## **NEW TOWN PLANNING REGULATIONS**

The Ministry of Health, under date of May 2nd, 1921, has issued a very important series of Town Planning regulations under the title of "Ministry of Health (Town Planning) Regulations, 1921," (S. R. & O. 1921, No. 373), H. M. Stationery Office, price 3d.

A summary of the more important phases of this requirement will be found in the magazine *Housing*, issue of April, 1921.

The regulations deal with the preparation of a Town Planning Scheme in three stages as follows: (1) Resolution Deciding to Prepare Scheme; (2) Preliminary Statement of Proposals; (3) Preparation and Approval of Scheme.

The regulations also take up and consider other various technical aspects of the question.

All students of Town Planning will find it profitable to avail themselves of the text of these new regulations.

## THE NEED OF PROPER MANAGEMENT

The Ministry of Health of England is beginning to wake up to the fact that a Government housing policy involves not merely the building of houses in large numbers that are properly designed, but carries with it also very heavy responsibilities with reference to the management of such property.

In a recent issue of the magazine *Housing* it is pointed out that with the completion of a considerable number of government houses the question of management has become an urgent problem and that the question must be faced and action taken on the right lines. The article has the following to say on this point:

Some of the tenants of the new houses have been forced in the past to live in conditions of overcrowding which have made the maintenance of a proper standard of house-keeping impossible. Some may have never known, some will have to learn anew, how to keep their house in order.

All these considerations point to the need of tactful and trained supervision of the new houses after the tenants are in them. Such supervision will, no doubt, generally be carried out in connection with the collection of the rents, and local authorities will be well advised when arranging for the collection of the rents to bear in mind the qualifications requisite for the work of supervision.

It cannot be denied that the management of some existing housing schemes is suffering from a certain lack of coördination between those responsible. Slight repairs requiring immediate attention are not always reported direct to the Works Department, and a considerable period is sometimes allowed to elapse before these repairs are carried out. The "stitch in time" is not forthcoming. Again, gas fires and gas coppers are put into new houses, but are not always connected with the gas

supply by the time the tenants assume their occupancy; consequently no washing or cleaning can be done. Instances could be multiplied.

If the new housing schemes are to be a credit to the cities and towns which have inaugurated them, coördination in these matters must be achieved. There must be willingness to devise new methods to meet new difficulties. The whole subject demands close study and careful handling in its human as well as its financial aspects. Trouble taken over details will bring its own reward in soundly managed schemes and contented tenants.

## CIVIC SURVEY

London has been having recently a Civic Survey Exhibition with attendant conferences and discussions that should prove of great value to the development of the Town Planning movement in England. The February issue of the *Garden Cities and Town Planning* magazine was devoted to this subject and was run as a "Civic Survey number." In this issue and in the succeeding March issue will be found a series of most valuable articles having to do with civic surveys among which may be mentioned Professor Patrick Abercrombie's article "The Civic Survey in General Education," Mr. S. D. Adshead's article "The Practical Utility of Civic Survey"; Mr. George L. Pepler's article "The Civic Survey Preparatory to Zoning"; "Town Planning and Public Opinion" by Mr. I. G. Gibbon, C. B. E., Assistant Secretary, Ministry of Health and Mr. Raymond Unwin's article "A City's Control of Its Growth."

## THE BUILDING GUILDS

There has been much discussion, both in England and in the United States of the scheme for the revival of those Building Guilds which flourished in medieval times; and, as naturally might be expected, there is much divergence of opinion as to the value of the scheme.

On the one hand the advent of the Building Guild is hailed by believers in various forms of state socialism and communism as an epoch-making event in the democratization of industry and those whose sympathies are strongly in this direction in the United States have been led into extravagant statements of the results achieved thus far by the Building Guilds of England. Whereas the advo-



cates of the plan over there have much more temperately and wisely stated that the work was still in its experimental stages and that judgment must be suspended as to its value until it can have a chance to demonstrate its success.

That some of the claims made in the United States for the success of the Building Guilds in England are without foundation is evidenced by the statement made by the Minister of Health in the House of Commons on February 23rd, last. A Parliamentary Question was asked of the Minister of Health whether the Building Guild had completed houses in Manchester for £740, while a similar type of house being built for the Council cost £1,000; whether this price enables the guild to ensure its members continuous pay during wet weather; whether the guild has any difficulty in securing labor and whether a saving to the taxpayer of at least £6,675,000 would have been effected if the 13,350 houses already built under assisted schemes had been built by guild labor.

To this question the Minister of Health replied as follows:

So far as I am aware no houses have been completed by the Building Guild in Manchester. The contract for the erection of houses by them for the Manchester Council has only recently commenced and there is therefore no information available as to final cost. The Guild does not appear to be experiencing any difficulty in securing labor at present.

It is thus seen that up to the present time, the Building Guilds have played no part in the solution of England's housing problem. No houses built by the Guilds under their contracts with the Government have as yet been completed and it is therefore impossible to state whether the Guild System will be a means of producing houses at lower cost than under the contract system heretofore followed by the Local authorities and whether also the Guild System will prove to be a means of providing the labor that is so greatly needed at the present time in England for the completion of the 500,000 houses which the country lacks and which the Government has set itself to get built.

Much has been written on the Guild scheme. Its two chief advocates, Mr. Malcolm Sparkes and Mr. G. D. Cole, a young Oxford Socialist who has recently achieved much prominence in connection with England's recent coal strike and the threatened industrial revolution which failed to materialize, have perhaps best set forth the purpose of the Guild System.

Mr. Sparkes defines a Guild as follows:—

A Guild is a self-governing democracy of organized public service, with the whole team pulling together for the common purpose. The time-honored criticism that the workers cannot control industry because they know nothing about business disappears before the fact that the Guild of Builders includes in its ranks every type of building trade expert that there is, whether administrative, technical, or operative. Guild control is control by the people who do the work instead of control by the people who put up the money. Every essential function in the industry is therefore represented on the Guild Committee. The Operative Bricklayers' Society elect their man; the carpenters and joiners theirs; the painters, plumbers, plasterers, masons, etc., theirs.

The committee thus constituted has power to approve other associations or groups of building trade workers, and this is how the technicians come in. Under this clause, the architects' and surveyors' groups have already elected their representative; a group of civil engineers is being formed; and a further group of decorative painters and sculptors is under consideration. Here, also, come the local Guild committees. The Walthamstow Committee has a representative; Greenwich has another, and ten more are to follow.

From this it will be seen that the London Guild Committee will ultimately consist of some 25 to 30 members, about half of whom will be responsible to the craft unions or other approved functional organizations, and about half to the local Guild committees. The London Guild Committee thus forms the legal entity. It has already been registered as "The Guild of Builders (London) Limited." All committee men are directors; each holds one shilling share, and all are removable by their associations.

The labor of the guildsmen will not be treated as a mere commodity like bricks or timber, to be purchased as required and discarded when done with. When the financial arrangements are complete, pay will be continuous, in sickness or accident, in bad weather or in good. The word unemployment, as we used to understand it, is to be ruled out of the dictionary, let us hope, forever.

The contract just signed with the Walthamstow Urban District Council will probably be the model for many others.

It creates a great triple alliance in which the Guild undertakes the whole of the work; the Coöperative Wholesale Society supplies the materials; and the Coöperative Insurance Society guarantees due performance of the contract—the liability under this head, however, being limited to one-fifth of the contract price. This price is the actual net prime cost of materials and labor at standard rates plus £40 per house to enable the Guild to guarantee a full week to each of its workers, and 6% on the estimated cost as given in the Guild tender. Payments are to begin at the end of the first week and to continue weekly, the cost of plant and administration being met out of the 6%.

It is the size of the contract that makes the 6% fully sufficient for administration and equipment. The number of houses to be built at Walthamstow by the Guild is 400 and the estimated cost amounts to very nearly £400,000. It is anticipated that 3% of this sum would be more than sufficient to provide first-class equipment of every kind. Already the Guild has secured a splendid plant of wood-working machinery, most of which is being installed on the site. The payment for this and other equipment is made possible by an advance by the Coöperative Wholesale Society's bank, secure against payments falling due under the contract.

These 400 houses only represent the first section of a much larger housing scheme for Walthamstow, but even by themselves they will make a very substantial contribution to the relief of the housing problem. The Walthamstow Guild Committee, which supplies the labor to the contract, is already overwhelmed with volunteers, and it is quite evident that the job will be fully manned, and the speed of its progress is only limited by the rate of delivery of materials. This is a problem that will not be satisfactorily solved until the Guild sets up an extensive organization for manufacture and supply of every essential article for building. This, however, is only a matter of time. For preliminary expenses the Guild is raising a loan without interest, by the sale of loan receipts at five shillings and upwards, which are repayable at the discretion of the directors from surplus earnings.

Although the payment of a limited rate of interest for the hire of capital is clearly permissible, it is a fundamental rule of the Guild constitution that surplus earnings can never be



distributed as dividends but must always go to the improvement of the service either by way of increased equipment or technical training and research. The Guild intends to build the best possible buildings at the lowest possible cost. It concentrates on this service every improvement in process or in method that science and skill can provide. It throws aside all class distinctions and boldly calls for volunteers from every grade of the industry, for men who will take risks gladly in the doing of one of the greatest tasks that has ever been attempted. It is a real, living, industrial comradeship of service.

At a meeting of the Architectural Association held in London the latter part of March, Mr. Malcolm Sparkes gave an address on "The Rise of the Guild of Builders." In the course of his remarks he had the following to say:

The greatest idea in the world today was the idea of industry as an organization for the public service; it seemed to stand out like a searchlight across all the chaos that existed at the present time, and the building industry was leading the world in that respect. It was a change of motive that was very important, and he believed the building industry was going to get the system into operation on a scale which would give an opportunity to say whether it was workable or not. The purpose of industry was the very elementary one of supplying the people with the things they needed, but the astounding thing was that industry had never been organized for that purpose. Up to now industry had been largely organized to produce dividends, but the Guild set out to give service, not to get it.

The Guild idea had captured the trade union movement of the world, and the trade union movement had changed its direction. The Building Guilds in this country had now obtained contracts amounting to over £3,000,000, of which over £1,700,000 was in London.

They hoped to set up a National Committee, which would be registered as a legal entity, and the duties of which would be to purchase material, to arrange for insurance, to arrange for credit, to carry out research, and so on; it would centralize everything that should obviously be centralized, and nothing more. The National Committee would not build houses.

A criticism often levelled at the Building Guild was that it was planning a great trust or combine that would bleed the community to death. But the Guild would be a combine



of self-governing communities with labor in control, and with capital in subjection; capital would be the hired equipment of the job, hired at a fixed rate of interest. It would ensure that the advantages of industrial combination would be secured for the public.

The next type of Committee, of which London was the first fully developed example, was the Regional Committee. That was also registered as a legal entity, whose members were elected by the trade unions and functional organizations in the area in which it operated. The Regional Committee acted as the contractor, and had power to sign contracts and do everything which a first-class contractor did.

The third type of Committee was the Area Committee, which was composed in exactly the same way as the other Committees. Its chief function was to supply labor within its area. The Area Committees were represented on the Regional Committees, and the Regional Committees would be represented on the National Committee. On the Walthamstow and Greenwich contracts the Area Committees were carrying out the function of supplying labor very efficiently, and the London Regional Committee was doing the rest.

The three great objects of the Guild were: (1) Control by the rank and file. The system had been in operation for eight months, and had proved that the personnel of the Guilds contained all the technical and operative services necessary for carrying out building work. If those services could not be obtained from within the industry itself, from whence were they to be obtained? (2) The idea of continuous pay. The old system of paying labor when it was wanted and putting it off when it was not wanted had to be put aside. Human beings should not be regarded as a commodity, like timber or bricks. The Guildsmen would be on the strength of the Guild, and would draw Guild pay whether working or not; they would be either on the working strength of the Guild or on reserve, and they would be paid during wet weather. (3) In no case would the surplus earnings of the Guild be paid out as dividends. The surplus would be put to reserve for the improvement of the service, not only in equipment but also in technical research, which would be undertaken through the National Committee.

The Guild system would help to revive craftsmanship to an extent which had not been seen since the Middle Ages. Such a system would provide the best possible craftsmanship.

The relationship of architects to the Guild was interesting, because the architect was the first technician in the industry, and should obviously be part of the Guild.

The Guild housing contract created an alliance between the Guild and the Coöperative Wholesale Society, which supplied materials, and the Coöperative Insurance Society, which guaranteed the performance of the contract. The contract provided that the local authority should pay for the cost of the houses, plus £40 per house to pay for time lost through wet weather, holidays, unemployment, insurance, etc., and plus 6% on the estimated cost to cover head office expenses and plant. That percentage was small, but it was proving adequate on the contracts in hand. The two large Guild housing contracts now being carried out in London—400 houses at Walthamstow, and 190 houses at Greenwich—were being carried out at considerably lower cost than other tenders which were submitted for the work, and at less than £1,000 per house, including all the Guild charges. The Guild would very much like to build single houses for private people, but there were several difficulties in the way, and part of the cost would probably have to be asked for in advance to enable the plant to be put on the ground. On municipal contracts the Guild obtained advances from the Coöperative Bank, secured on the first payments for the work, to cover preliminary expenses, but that would not be such a simple matter for a single house.

The Guild did not want to give lump-sum tenders, which would mean that it would have to have invisible margins out of which it would have to manœuvre to get its remuneration. They wanted to take the risk off the owners' shoulders, and were working out a form of contract which would do that by including an estimate of the cost of the work and sums for the provision of continuous pay, unemployment insurance, and head-office expenses, and a sum to enable the Guild to extend its activities. The Guild would take the risk in return for a premium to insure the Guild against loss owing to the discontinuance of the work. These premiums would be paid

into a central pool, from which the Guild would recoup itself for losses.

It has been said that the form of contract which guaranteed the Guild a profit of £40 per house would increase the cost of building, but he believed it would tend to reduce the cost, owing to the removal of the fear of unemployment and the betterment of the working conditions increasing the enthusiasm of the operatives in their work.

One of the consequences of the Government's contracts with the Building Guilds has been the sudden and rather dramatic resignation from the Ministry of Health as Director of Production in Housing of Mr. Stephen Easten, O.B.E., President of the National Federation of Building Trades Employers. In a public statement made by Mr. Easten at the time of his resignation in January, Mr. Easten made the following statement of the situation which then existed:

I do not want advertisement, but I do not want to shirk responsibility. No business man would waste time in giving advice which was persistently disregarded, or calmly see decisions arrived at which cut at the root of economy. The adoption by the Ministry of the ill-advised, blundering, and wasteful scheme of guild subsidies, was the last straw. In itself I agree with the guild system, which means the coöperation of a number of workers who obtain contracts in open competition with the ordinary building contractors, but I certainly disagree with the idea of the guilds being subsidized to such an extent that they can drive building employers out of the market. Here are a few facts. The employer's contract exacts a penalty if he exceeds his estimate and allows him a small added profit if he works below it. That makes for economy. The guild contract guarantees the workers a 5% profit. No matter if their estimated cost be doubled in working, there is no penalty. On the other hand, if the guilds save £100 on a house they lose money. If they estimate £1,000 and build for that, they get a profit of £50, but if they save £200, say, on this estimate, they only receive £40 profit. If the house costs £1,500 they make £75. That makes for waste, surely. The employer's contract allows him 1½% for establishment charges; the guild's contract allows 6%, although the guilds have practically no establishment charges to meet. Another instance of waste—the employer is forbidden to offer



any other inducement to workers than the usual standard rates in the district. He must not pay for lost time owing to the weather, sickness, etc. The guild contract allows them to pay for lost time and sickness, or to give any other special inducement they can devise. This means that the workers naturally will stampede from the ordinary contractor to the guild and their wasteful system.

But the most serious aspect of the affair is this: The Ministry of Health has deliberately instituted a system of whole-time payment which may absolutely revolutionize the whole of the industries of the country. Every other class of worker, shipwrights, engineers, or steel workers, will clamor to be put on the same terms, and another tremendous handicap will be placed on British industry. The Government, in their offer to the building unions regarding the employment of ex-Service men, agree to 50% payment for lost time. The Minister of Health lavishly offers 100%. It all amounts to this—that the employers, who from the first have pledged themselves to do all in their power to forward housing production, are penalized, and the building trade unions, who flatly declined to help in any way, are subsidized. The result will be that the employers will be forced to give their workers all that the guilds give, and that means a heavy increase in the cost of building. The employers will fight for the right to live, no matter what the Ministry of Health may do. All this extravagant muddling has been done in the face of repeated cautions from the Ministry's own expert advisers, who have warned Dr. Addison of the danger involved.

The other side of the question, however, is well presented in a statement that was issued by the Ministry of Health setting forth the position of the Ministry with regard to the Guilds:

It is the duty of the Ministry of Health to secure the building of large numbers of houses at reasonable prices, and they are bound to explore every possible means by which houses can be satisfactorily produced.

For the most part the contracts which have been made by local authorities are with private builders, and 93% of the houses for which tenders have been approved are to be built by private builders. It is notorious that builders have not succeeded in obtaining from the operatives a satisfactory output, and that the costs of houses are extremely high.



The Ministry have accordingly felt bound to try alternative methods. Under one of these, local authorities build by direct labor, and 5% of the houses under construction are being built in this way. So far the financial and labor results from this method are encouraging.

Another alternative method is the Guild contract. Representatives of labor have claimed that good results from the point of view of output and economy would be secured by labor undertaking to build on a coöperative basis. The Minister of Health, being bound to lose no reasonable chance of progress, decided to put this claim to the test, but in view of the novelty of the proposal and the absence of experience, it was thought necessary to limit the experiment for the time being, and therefore only a limited number of schemes in various parts of the country by building Guilds have been approved. The number of houses in Guild proposals is approximately 1,500, as compared with the total of 167,168 for which tenders have been approved.

The schemes have not long been in operation, but already the experience shows that the output obtained compares favorably with that on other schemes, and that the costs promise to be lower than on many other schemes. At Bedwelty, where a Guild scheme has been in operation for some five months, the costs up to the present indicate that if equally good progress is maintained the houses when completed will be well below the estimate and about £150 less than the average for similar houses in South Wales.

The statements that the Guild contract guarantees the workers a 5% profit, and that if the Guilds save £100 on a house they lose money, are not understood. The Guild receives a fixed remuneration of £40 a house.

The statement that the employers' contract allows 1½% for establishment charges, while the Guilds are allowed 6% for the same charges, is incorrect. Under the cost contract, which is most nearly comparable with that of the Guild, the contractor receives the whole of the establishment charges on the site whatever they cost; he receives also payment for builders' plant, and for all other plant by percentage on costs, together with the costs of erecting and maintaining plant, most of which charges and some others in the case of Guild contract are covered by the 6%. In some instances it is already

clear that the payment to builders for establishment charges will exceed 6%. It has been agreed with the Guild that in the event of the 6% allowed in the present contracts proving more than necessary to meet the charges which it is designed to cover, a reduction will be made in future contracts.

It is an essential feature of the Guild, as with other co-operative bodies, that remuneration received shall be distributed among the Guild members. The remuneration of the contractor goes into his own pocket; in the case of the Guild, the remuneration is in part divided among the workers on the basis of securing for them continuous pay without deduction for the time lost by weather, sickness, or reasonable holiday, and is in part applied to improving the Guild service and reducing the cost of future houses which they may erect.

This in no way prejudices the question of the allowances to be paid to the building operatives as a whole for time lost through stress of weather, and it is a specific provision of the Guild contract that if any scheme of payment for wet weather is applied to the industry as a whole, the £40 remuneration to the Guild shall be correspondingly reduced.

To sum up, the Guild system is an experiment being tried on a strictly limited scale as a means of securing the increased output and reasonable costs which have not been secured through building contractors. It is being watched carefully, and results are being tabulated for consideration."

It is thus seen that the Guild System is not quite so simple a proposal as its advocates would have the public believe. There are many points about it which call for the closest scrutiny and the actual working out of the system should have the most careful study of all persons genuinely concerned in the proper development of housing, both in England and in other countries. While the declared principle of the Guilds that they will take no profits but will build only for the welfare of the community makes a strong appeal to all persons of public spirit, there are other elements in the terms of the Guild contracts which need to be scrutinized in this relation; for, the terms of payment involve an amount sufficient to provide for full payment to the workers during wet weather, whether they work or not. One of the cardinal principles of the Guild System as enunciated by its advocates, is that it does away with all unemployment.

Whether the best results will be obtained, either in quality or quantity of output under a system where the workers are responsible to no one but themselves remains to be seen. Thus far the Guilds have offered no promise that output will be increased. Notwithstanding the disgraceful conditions which prevail in England through the limitation of output in the brick-laying industry by which bricklayers limit their output to 350 bricks per man per day instead of laying about 750, the output before the war, the advocates of the Guild System have heretofore been entirely silent on this important phase of the labor situation.

The success or failure of the Guild System will depend largely on three things: The ability of the Guilds to produce the labor that is needed to build the houses that England is crying out for; the willingness of labor to depart from its former standards of limitation of output, and third whether under a scheme by which the workers determine all conditions of work, the work will be of a high quality or of an inferior grade. In other words, "By their fruits shall ye know them."

The announcement by the Garden Cities and Town Planning Association of their intention of publishing in an early issue of their journal, *Garden Cities and Town Planning*, a full report on the workings of the building Guilds and the results thus far achieved throughout that country is of considerable moment. This report will be awaited with the greatest interest.

The Guild System has not been confined to England. A number of Guilds have been established in Scotland and in Wales and a conference of the Scottish Building Guilds was held at Glasgow in February.

#### THE GUILD SYSTEM IN AMERICA

Whether the Guild System will find favor with American labor leaders has yet to be determined. There are already indications in various parts of the country that the plan is likely to be taken up, among which may be cited the establishment of the Building Trades Unions Coöperative Housing and Construction Council, launched in Boston this March with a plan for the establishment of a 100 million dollar fund whereby the actual building and construction of houses will be done by the workingmen themselves. Under this title, 19 trade unionists, representing the leading building trades, have taken out a charter and propose to take an active part in the building of houses. John F. Nason of Brookline, is the President of this new organization.



Somewhat similar steps were taken recently in Atlanta, Ga., by the Atlanta Building Trades Council where an organization of carpenters has been formed to erect low priced homes, with the dual object of meeting the housing shortage and providing employment for labor.

A recent dispatch from Sharon, Pa., states that a similar coöperative organization is being formed among building trades of that portion of Pennsylvania.

In Canada, J. A. Ellis, the Housing Director of the Ontario Government, has recommended the adoption of the Guild System as a way out of the housing deadlock in Toronto, suggesting that the Housing Commission should provide plans, secure materials and arrange the financing of the housing scheme, but that the actual building should be managed and executed by a Building Guild. A similar proposal was submitted to the Building Trades Council of Toronto by the Electrical Workers' Union and later placed before the City Council, but nothing further apparently has been done with this suggestion.

## INTERNATIONAL TOWN PLANNING UNION

The *Union Internationale des Villes*, the international association for the development of towns; with its headquarters at 3<sup>bis</sup>, Rue de la Regence, Brussels, organized at Ghent in 1913, has recently been reorganized. The executive committee consists of the two presidents: M. Émile Braun, Burgomaster of the Town of Ghent and the Deputy or representative from Ghent and M. G. Cooreman, Minister of State of Ghent; M. Émile Vinck, Director, Senator and Director of the Union of Belgian Towns and Communes and the President of the National Society for Dwellings. The Director of the Technical Department is M. Louis Van der Swaelman. The other two members of the committee are members designated by the Organizing Conference held last September. They are M. H. Sellier, the Mayor of Suresnes in France and a member of the Council General of the Seine. The remaining member is M. Wibaut, Alderman of the Town of Amsterdam, Holland.

The new organization contemplates publishing regularly bulletins and other documents dealing with the progress of the Town Planning movement all over the world, including housing and municipal problems.



The offices of the organization would especially appreciate receiving from American cities and organizations interested in town planning and housing, three copies of each report that may be issued dealing with the progress of the housing, town planning and zoning movements in their respective communities. They would also be pleased to receive three copies of any reports of this nature that have previously been issued.

As illustrative of the kind of documents which this organization is planning to publish may be cited the bulletin entitled "*La Quinzaine Urbaine*" published twice a month by the *Union des Villes et Communes de France*. A recent number contains articles on such topics as "The Provisioning of Towns"; "The Situation of Russian Cities"; "The Movement of Population in American Cities"; "Greater London"; "Transportation." Under "Housing" there are articles dealing with the situation in the Midi, the financial situation at Paris, construction work at Paris, legislative proposals and dwelling conditions in Glasgow.

## OFFICIAL PLANS FOR MEETING THE HOUSING SHORTAGE

The report made by M. Loucheur, former Minister of Munitions and former Minister for the Devastated Regions, as Chairman of a committee appointed by the French Ministry of Hygiene, on measures necessary to meet the housing shortage provides for the building within the next 10 years of 500,000 new dwellings.

Among the recommendations made by M. Loucheur may be mentioned the following:

That the amount that can be loaned by the banks of deposit be increased to 80% of the cost of construction instead of 50%, as at present; that the period within which such loans are repayable be increased from 25 years to 40 years; that 50 thousand dwellings a year be built and that of these a considerable number be specially reserved for large families; that special debenture bonds be issued to meet the cost of the undertaking which it is estimated will amount to 7500 million francs; that the funds thus obtained be loaned to building associations or private companies at not over 3%; that the local authorities be asked to furnish building sites and provide labor for the foundation work.

The report estimates that the cost to the State of this work will probably be 22,500,000 francs in the first year and 225 million francs in 1930. As a method of raising the necessary funds it is suggested that a tax of 1% be imposed on wages paid out by employers in France. The report adds that in view of the fact that the adoption of the 8-hour day and the loss of life caused by the War have diminished the output of workers in the building trades by 40%, it will probably be necessary to use foreign labor to carry out this scheme.

## THE SITUATION IN FRANCE

In France the housing question is very much misunderstood. M. Siegfried, with his law of November 30, 1894 made it a matter of philanthropy. He thought that at Paris he would find, as at Mulhouse, employers who would give 1-10 of their revenues to philanthropic work. At Mulhouse before 1870 a workman worked 12 hours per day to earn 2 francs, but on the other hand he could rent a house of 4 rooms with a garden for 144 francs a year, and he could buy a litre of wine for 20 centimes. In 1920 he earns 20 francs a day. At Paris, workers do not wish to be dependent upon their employer. They have profited by the war to get better pay for themselves.

People are generous in our country and organizations of *pure* philanthropy which give no interest to their members have built more in Paris than the Cheap Dwelling Societies.

The Michel Heine Foundation administered by the Philanthropic Society has apartment houses worth 3,000,000 francs and 4 furnished hotels for girls and single women. The Rothschild Foundation owns houses which are worth 16,000,000 francs; the Lebaudy Foundation 15,000,000 francs; the Alexandre Weill 2,500,000 francs; and the Stern Foundation 2,000,000 francs. The Duke of Comar has just bequeathed 5,000,000 francs to the Heine Foundation (the first in France analogous to the Peabody Foundation).

The societies approved by the Government are divided into two classes, viz: the Society for Cheap Dwellings, and the Society for Building Loans (Credit Immobilier). The first are regulated by the law of November 30, 1894, modified by those of 1906, 1912, etc.; and the second by the Ribot law of April 30, 1908.

The purposes of these approved societies are: the purchase and construction of small dwellings, either in group houses or separately; the sale or renting of these; and the making of loans at reduced rates. In order to meet requirements of the law and the government, these societies must comply with the following conditions: Dividends are limited to 4%; the houses may not be rented or sold at prices beyond certain amounts determined according to the number of inhabitants of the commune; all administrative services shall be rendered without charge; the houses must satisfy the authorities that they meet the required health conditions. When these conditions have been satisfied the societies are permitted to borrow money at a reduced interest rate of 3% from certain banks, from savings banks and from philanthropic foundations up to 66% of the assessed value of the properties. In 1914 the Society for Cheap Dwellings had borrowed scarcely 40,000,000 francs.

The Building loan societies confine their activities to making loans to their members; they can borrow 80% of the value of the loans which they make to their members; they pay to the Bank an interest of 2% and they loan to their members 80% of the value of the houses constructed upon land which belongs to them, following the plan which has received a certificate of health from the *Comité de Patronage* of the region in which lies the commune where they are building.

The loan societies limit themselves to loaning money at an interest rate which varies from  $2\frac{1}{4}\%$  to  $3\frac{1}{2}\%$ , according to the number of children the borrower has, and to how heavy the operating expenses of the society are.

The law of October 24, 1919, placed 500,000,000 francs at the disposal of the *Bank de Depots and Consignation* for loans to approved societies, to wit: 300,000,000 francs at the rate of  $2\frac{1}{2}\%$  to societies for Cheap Dwellings which only *rent* dwellings; 200,000,000 francs at the rate of  $2\frac{1}{2}\%$  to building loan societies which *make loans* only. The societies authorized have made little use of the money placed by the Government at their disposal. The building loan societies had borrowed in 1913 about 34,000,000 francs out of the 100,000,000 francs which were placed at their disposal.

There have been created in France the *Offices Publics d'Habitations Bon Marchés*. These are committees completely independent of the Departments and municipalities which furnish them with

subsidies. Cities have not the right to build dwellings under this law. The Departmental Office of the Seine has received 27,000,000 francs from the General Council of the Seine as a subsidy for building Garden Cities. Up to the present time no Garden City has been commenced, but the plans are prepared and will be executed. The Municipal Office of Paris will undertake the operation of dwellings which will be built with the 200,000,000 francs which the city is authorized to borrow for building tenement houses. The Offices are directed by members of the General Councils of Municipalities, by presidents of Mutual Aid Societies, by delegates of Societies of *Comités de Patronage*, in general not in close contact with business affairs.

No more than in Italy will the French *Office d'Habitations Bon Marchés* solve the housing shortage in Paris. Apartments in tenement houses built by the Municipal Office cost from 40,000 to 50,000 francs. Detached dwellings built by the Departmental Office cost from 30,000 to 40,000 francs.

The railroad companies build for their employees houses which cost 20,000 francs complete. Naturally, no one is satisfied with the results obtained by the Government. A new law is to be introduced.

It is hoped that private initiative will again get the upper hand, when people have been persuaded that the provision of small dwellings is a business proposition like any other, and that the capital which is involved therein ought to bring a return at least equal to the legal rate, say 5%.

The philanthropic societies which rent dwellings at *lower than the market rent* have killed private initiative. In France the H.B.M. is considered as a philanthropic work, and not as a business proposition.

The building trades are now earning 5 francs per hour. Before the War many of them gained this amount for a 10 hour day. At that period it was impossible to earn 5% on the capital when renting healthy dwellings to workmen, and they could not pay what they were worth. The Foundations earned only 3% net on their houses.

ÉMILE CACHEUX

## PROGRESS IN FRANCE

Building operations have been begun in the Northern area of Paris. At Drancy a Garden Village is being constructed consisting



of about 100 dwellings which will soon be ready for occupancy. At Lilas 200 dwellings are under construction and it is expected that houses will be completed there at the rate of about one house per day. At Bagnolet 100 dwellings have recently been completed ready for occupancy.

The *Office d'Habitations à bon Marché* has recently drawn up a scheme for a group of 346 dwellings of different sizes, 85% of which will be reserved for large families. The dwellings are to be provided with gardens and a large room intended as a day nursery is to be reserved on the ground floor for the younger children. The orientation of the buildings has been carefully considered and the dwellings are to be lighted with electricity and gas is to be used for cooking.

### IN THE DEVASTATED REGIONS

One of the serious difficulties in the restoration of the Devastated Regions to a normal condition has been the very natural desire of the people of France to reconstruct factories first and dwellings afterwards. On August first, last, 75% of the damaged industrial establishments in these districts were in operation, but only 42.8% of those employed in these factories before the war were at that time so employed.

Not long ago the *Office de Reconstitution Industrielle* caused an investigation to be made with regard to the status of 1688 large industrial establishments in different sections of the Devastated Regions. Before the war these industries employed 273,195 persons representing 26.22% of the total of the industrial population in the Devastated Regions.

The investigation above referred to disclosed the fact that housing facilities for about 75% of the working classes will be assured if the rebuilding of dwellings continues at the same rate as in the past.

It has been estimated that in addition to the dwellings which will be erected in the natural course of events, provision must be made for housing 50,000 families representing an outlay of 1,000,000,000 francs (\$193,000,000 at normal rates of exchange). As a means of stimulating construction the *Office de Reconstitution Industrielle* has adopted a plan for the formation of building companies known as *Sociétés Régionales Immobilières*. Because of exemption from taxation and facilities for procuring funds at a low rate of interest it is expected that these companies, which are to a certain extent

under government control, will be able to erect dwellings at somewhere near the prices that prevailed in the pre-war period.

## REBUILDING THE RUINED TOWNS OF FRANCE

An unusual opportunity is afforded friends of France in America to aid in the rebuilding of the ruined town of Pinon in the Department of the Aisne.

Before the war it was a pretty little village, two miles or more from the railway station at the northern extremity of the "*Chemin des Dames*," framed by the beautiful forest of Pinon to the northeast, the *Eois des Dames* to the southwest and contained about 500 inhabitants. Today nothing remains; the woods are gone and even the very hill on which this town was built has been blown away. Not even a trace of the former buildings remains.

The French organization *La Renaissance des Cités* has, with admirable wisdom, decided to aid in rebuilding Pinon and at the same time furnish to all of the devastated regions and to all France an example of the principles that should obtain in the construction of towns and cities today. As expressed by them, their purpose is "to afford a living example of all the latest and best theories which have been successfully applied in foreign countries." With the great love that the Frenchman has for the soil to which he belongs, the inhabitants of this little village are returning and are living in crude huts, hastily constructed, eagerly awaiting the rebuilding of their homes.

The American Committee of *La Renaissance des Cités* of which Mr. A. F. Bemis of Boston is President and Mr. Gorton James of Boston, Secretary, address 248 Boylston Street, Boston, and which contains in its membership many of the leaders in the Town Planning and Housing movement in America, is asking for contributions from the American public to aid in the rebuilding of Pinon. The American contributors are given the choice of contributing to the general fund for the rebuilding of this town, or to name specific features such as schools or playgrounds in which they may be more particularly interested and for which they would like to specifically contribute.

Persons wishing to aid France and the cause of Town Planning and Housing as well, will be rendering very material service by sending contributions in as generous an amount as possible to Mr. James, who will be glad to furnish full details as to this important work to those who may be interested.

## AMERICAN CONCRETE HOUSES AT TOURCOING

Milton Dana Morrill, the American architect and the inventor of the Morrill steel form system of building concrete houses, has been demonstrating in France the value of his method of construction. Not long ago he was invited by the French Government to come to France at their expense and erect a number of demonstration houses in order to determine whether the building methods employed in his system would prove advantageous to use in the reconstruction work to be undertaken in the Devastated Regions.

In a letter recently received in this country Mr. Morrill states that the first work in France has resulted even better than he expected. Mr. Morrill has received a certificate from the Municipal Architect of Tourcoing, in which city his houses have been erected, certifying that the cost of the houses under the Morrill system does not exceed a maximum of 115 francs per cubic metre which is 40% at the least less than would be the cost of brick masonry construction.

Mr. Morrill states that at present comparatively little housing work is going on in France. He adds:

Construction costs are regarded as too high. But the need is very great and several apartment jobs will be started soon. If the Boche can only be made to settle it will of course help much in the Liberated Regions. So far almost nothing in the line of permanent dwellings has been possible. The French Government has had such a burden to bear with the War debt and the temporary shelter of those in the destroyed area that more was impossible.

Mr. Morrill adds an interesting item of information with regard to a new machine called a *Broyer* by which some of the débris in the devastated regions can be used in rebuilding operations. Mr. Morrill describes it as follows:

It is a combined crusher of cinders and mixer of concrete. This makes a mortar which is placed in my steel forms. Debris such as broken bricks and stones are bedded in the mortar as the forms are filled. This makes a very good wall and at the same time will clear the ground and give much of the material for rebuilding. By the use of this combination I may be able to make even more of a saving than was shown on the first job.



## HOW FRANCE DEALS WITH RENT PROFITEERS

Recent dispatches from Paris report an interesting case of a French landlord who two years ago secured an unfurnished apartment in Paris for which he paid a rent of 3,000 francs per year. After furnishing the apartment with furniture for which he paid 14,000 francs, he promptly sublet it to a war-widow at the rate of 880 francs a month, or about 10,000 francs a year. At the end of two years he had gained sufficient profits to pay him entirely for the furniture and in addition 1,000 francs interest.

A French magistrate before whom proceedings were brought decided that this kind of profiteering could not be permitted and the gentleman in question was sentenced to prison for two months, fined 500 francs and ordered to repay 3,000 francs to his tenant.

## THE SITUATION IN BELGIUM

Belgium, like the rest of the world, is facing the difficult situation of building with prices of building materials reaching to unprecedented heights. According to a recent account, the only materials which have shown a reduction in price since the first of the year 1919, are cement, reinforced glass and gypsum. As indicating the great increase in price, the following figures may be quoted: Structural iron on March 1st, 1920, was quoted at 125 francs per 100 kilograms (about 220 pounds); the price a year before was 60 francs, and just before the War was 14 francs. Lead was selling at 300 francs per 100 kilograms as contrasted with 175 francs a year earlier and 35 francs just before the War. Brick cost 55 francs per thousand as compared with 50 francs a year earlier and 18 francs just before the War, and so with various other building materials.

In addition to these high prices, Belgium like France, faces a situation which the other countries of the world do not face, namely, the necessity of reconstructing devastated regions.

Notwithstanding this adverse situation, *La Société Nationale des Habitations et Logements à Bon Marché*, which has a capital of 100 million francs and is under the supervision of the State, is proceeding with the building of houses.

In the city of Antwerp it is reported that 125 new dwellings have recently been completed in the Looibroek quarter of the town and 1,000 additional houses are about to be constructed in the near future by this Society with Government assistance.



Something like 80 local organizations in different parts of Belgium are being formed under the auspices of the national organization.

An interesting phase of its work is the research work that it has undertaken in connection with new materials and processes of construction. For this purpose it has established what is known as a *Comptoir National des Matériaux*. Experiment stations for the trying out of such new materials, similar to the interesting experimental stations at Acton and Hayes near London, are to be established in different parts of Belgium and especially at Brussels. It is expected that these will encourage inventors, manufacturers, architects and contractors to demonstrate the value of their various materials and new processes. This interesting experiment will be watched with very great interest by all of the countries of the world. Special invitations are extended to American manufacturers and inventors to submit materials and apparatus as well as new methods of improving the dwellings of the workingman from all points of view, hygienic, economic and aesthetic.

Further information with reference to this matter may be had by addressing the *Director General de la Société Nationale des Habitations et Logements à Bon Marché*, 56, rue de Spa, Brussels, Belgium. L

## BELGIUM'S RECONSTRUCTION DIFFICULTIES

Stephen Child, the Town Planner of Boston visited Belgium last summer at the request of the *Union des Villes* and other Belgian organizations. He has written a most interesting account of the situation over there, published in a recent issue of "Landscape Architecture."

Mr. Child points out that the situation in Belgium is complicated by the fact that the Germans not only destroyed vast properties as they did in France, but also during the "occupation" of the country practically robbed Belgium of all her gold, the result being that Belgium has been left without a gold reserve which necessarily has affected the financial credit of the country and everything, necessarily, has to wait in the absence of adequate financial resources.

Speaking of the situation there Mr. Child says:

"The poor people in these destroyed towns and country districts, living in makeshift fashion in temporary huts or shacks, chafe under the delay,

do not understand why more progress is not made, and it is to be remembered that with all their industry, thrift and other admirable characteristics, few of them unfortunately can either read or write, and it is therefore very hard to make them understand."

Mr. Child pays a well-deserved tribute to the quenchless enthusiasm of Senator Émile Vinck, the leader both in the Housing and Town Planning movements in Belgium.

Realizing that a campaign of public education and inspiration was necessary and that it was particularly important that the municipal officials should be brought into touch with what other communities in Belgium were doing, Senator Vinck last summer organized an official excursion through Belgium and Holland. Something like 60 officials went on this trip, including Senators, Deputies, Mayors, Aldermen, Engineers, Architects and delegates from other countries. The party visited the new Garden City being established at Winterslag near Genck in northeastern Belgium in connection with a coal mine property, the Garden Suburbs of Waestricht in Holland and other developments in Arnheim, Amsterdam, The Hague and Rotterdam, most of these schemes being financed by the municipalities.

There are two main organizations in Belgium interested in Housing and Town Planning. One of these is the *Union des Villes et Communes Belge*. This is an organization composed largely of municipal officials, town planners, architects and engineers. Its purpose is to furnish to its members and to the public all information which may be useful for the administration of their towns. The organization strictly forbids participation in politics and limits its work strictly to research and serving as a center of information. Its Honorary President is the famous Adolph Max, Burgomaster of Brussels; its active head is Senator Émile Vinck, the Director, and Mr. Louis Van der Swaelman is Secretary. The other organization is *La Société Nationale des Habitations à Bon Marché* (Cheap Dwellings Society). This is a Government organization which has been granted by the Government an appropriation of 100 million francs to be appropriated where it will be most helpful for rebuilding low cost homes. As over 20,000 homes were destroyed in the War and as the cost of building is four or five times what it was before the War, it is apparent that this sum is most inadequate to meet the needs of the present situation.

## HOUSING SITUATION IN HOLLAND

Holland felt the shortage of houses even a year before the war. As in other countries, the increase of new houses as far back as 1913 was inadequate to meet the needs of the increased population. During the war private enterprise practically stopped. In order to meet this situation the Government has undertaken to grant certain subsidies for housing enterprises. Between the years 1913 and 1919, the municipalities of Holland in coöperation with various building societies disbursed in Government building subsidies a total of 104 million florins (\$41,808,000 par value). This amount was in addition to 15 million florins (\$6,030,000 par value) appropriated by the Chamber of Deputies for emergency construction.

Realizing the dangers of permanent subsidies the Government in legislation introduced last summer is seeking to return to normal conditions by reducing these subsidies and by restoring unrestricted free trade. Reports showed an alarming shortage of housing accommodations in the census of dwellings taken in Amsterdam last Spring. That census showed that out of a total of 142,073 private dwelling houses in that city only 471 houses, three-tenths of 1%, were vacant; 38 were under repair; 15 had been left vacant for reasons unknown; 127 were for sale and 288 were rented but the tenants had not yet taken possession; 8,311 buildings were occupied by two families each, 383 by three, 50 by four and 15 by five families; 13,492 people lived in apartments and 11,671 people were living as lodgers.

An interesting report on the situation in that country has been made by Mr. V. M. Lansing, O. B. E., of England. It is entitled "General Report on the Economic, Financial and Industrial Conditions of the Netherlands" (H. M. Stationery Office, price 1s. 3d.).

## THE SITUATION IN SWITZERLAND

In a recent communication Dr. Hans Weber of the *Union Suisse Pour L'Amelioration du Logement* (Swiss Union for the Improvement of Dwellings) states that Switzerland needs at the present time about 157,000 dwellings which he estimates will cost from 300 to 400 million francs.

Dr. Weber's organization, in common with similar organizations in other countries of Europe, is devoting a large part of its activities to efforts to reduce the cost of building by simplifying building

methods and by standardization, so far as it is practicable. Dr. Weber finds, however, that these are new ideas and make progress slowly having the opposition not only of Government officials, but of the general public as well. Dr. Weber reports some success in improving the building laws both in relation to construction and sanitation for cottage construction. An attempt to standardize windows and doors has met with great difficulties, the architects objecting to this restriction of the expression of their individuality. Notwithstanding these difficulties, substantial progress is being made in standardization work with the resultant decrease in cost of construction. The *Union Suisse Pour L'Amelioration du Logement* has appointed a Standardization Commission from which important results are expected.

In addition to efforts to standardize doors, windows, and shutters, the hardware or fittings for doors and windows have also been standardized. In other words, Switzerland has found, as the United States is finding, that standardization of *parts* of buildings is easier of accomplishment than standardization of the building itself.

On the financial side, Switzerland, like the other countries of the world, faces serious difficulties. The Swiss Federal Government in July, 1919, provided for a credit of 10 million francs as a sinking fund and 12 million francs for loans on mortgages. This appropriation has been found to be quite insufficient to meet the needs of the country, requests for loans having been far in excess of the amounts available. Consequently the Government has found it necessary to place certain restrictions upon the grant of these funds. Under the revised terms of the loan, as adopted in May, 1920, new buildings will only be subsidized if their construction improves the unemployment situation; requests from applicants of small means will be given preference and private individuals and associations will have preference over corporations.

Up to April 15, 1920, the following grants for the encouragement of building had been made: Total cost of construction subsidized 83,000,000 francs; subsidies granted 8,775,000 francs; loans granted 6,646,000 francs.

Dr. Weber points out that these government subsidies both from the Federal Government and the localities would contribute about 40% of the total funds required to meet Switzerland's present building needs for housing. As the cost of building has risen more than



double it would only be possible to build with these funds houses up to a total of 100 million francs, which Dr. Weber states meets but one-quarter of the present need; adding, that as it is clear that these subsidies represent the maximum that may be expected from the Government, it will be impossible, even with the greatest economy to find a solution of Switzerland's present housing problem.

Various financial schemes to meet the situation have been suggested. One of these is a project by which funds obtained by an artificial increase of the paper currency would be used to construct buildings. Another proposal is through a combination of building and life insurance funds, a method that has been successfully employed in Belgium and other countries.

Switzerland, in order to encourage building, like the United States, finds that the war-profits tax is an important factor in retarding building operations. Not long ago the Swiss Congress for Trade and Industry urged the Government to exempt from the war-profits tax funds used for the erection of workingmen's dwellings. A committee of government experts appointed to study the subject, while not granting total exemption, has recommended that certain exemptions be made as follows:

Payments made by manufacturers to building funds or public welfare institutions for the erection of workingmen's dwellings in the form of a gift or donation will be exempted from the tax; such buildings, however, must become the property, not of the manufacturer, but of the public welfare institution. Not only will such funds be exempted from taxation, but all income derived from rent of such buildings will be similarly exempted. The manufacturer making these contributions may stipulate that so long as his factory is in operation the dwellings in question must be placed at the disposal of his employees.

Manufacturers who desire to build houses for their own workers directly are to be exempt from taxation on 50% of the cost of the building and site. It is estimated that this is equivalent to the contribution on the part of the state of 20% of the cost of the building.

A manufacturer holding stock in a coöperative building society is exempt from taxation on 50% of this stock.

And finally, a manufacturer contributing to a coöperative building society by guaranteeing sums covered by mortgage is granted an exemption from taxation of a sum proportionate to the interest on the mortgage. Thus a 15-year 3% mortgage would entitle him to an exemption of 50%.

## HOUSING IN SWEDEN

A recent report issued by the Swedish Government shows that Sweden is suffering from very much the same situation as the other

countries of Europe and as the United States. During the years immediately preceding the war the building of small houses showed a very great decline. During the war, although Sweden was one of the neutral states, building operations fell off 70% with a result that private enterprise almost ceased and the chief housing being done fell upon the state or municipality and the private societies for better housing.

According to this report it is stated that 40% of the population of the country live in dwellings of one room and kitchen, and a further 25% live in houses consisting of two rooms and a kitchen. These conditions have resulted in much overcrowding, the number of persons per 100 rooms being 150 in Stockholm, 196 in Gothenburg, and 227 in some of the country districts. In spite of the smallness of the accommodation, the rents for this type of dwelling amounted in 1914 to 20% of the tenant's income in Stockholm, and 15% in the smaller towns.

The increased wages now being earned in Sweden, as elsewhere, has led to a desire for better accommodations, and the fact that many families are now occupying more spacious dwellings is accentuating the problem. A further factor is that while wages have greatly increased rents have only increased by about 30%, with the result that, whereas before the war rent accounted for from 15 to 20% of the earnings of a working-class family, it has now declined to less than 7% of the total expenditure.

The Swedish Government realizes the advantages of the Garden City system of development, and is carrying out several schemes, but is handicapped by large numbers of people not having means to incur the expense of a small cottage, or, indeed, of anything more than the typical one-room-and-kitchen dwelling. Such dwellings have therefore of necessity to be provided, and on economic grounds they have to be arranged in large buildings containing several dwellings. These are generally from 5 to 6 stories high, but an effort is now being made to erect houses with this amount of accommodation in buildings of fewer stories and, if possible, provided with open planted courts.

The supply of building labor has diminished owing to migrations to other trades during the war, and "the workmen which have remained in the building trade," says the report, "consequently hold a monopolistic position, which they have not failed to turn to account . . . and by often repeated and constantly augmented

demands for higher wages . . . force up the cost of building out of all proportion to the means of other groups of labor."

A bill dealing with the housing shortage was introduced in the Swedish Riksdag (Parliament) last summer on behalf of the Government. In normal times the annual production of new housing averages about 24,000 rooms. At the present time the Government realizing that private enterprise cannot be relied upon to produce anything like this amount of housing accommodations, proposes to increase the output with the aid of state funds up to 40,000 rooms a year, so as to make up for some of the deficit of preceding years. In addition, 5,000 rooms are to be provided through state building operations for the use of state employees.

One of the features of this legislation is that providing for the granting of state funds to the local authorities; it is proposed to set aside a special fund to be known as the State Housing Loan Fund. This is to be increased gradually until a maximum of 100 million crowns (\$26,800,000 par value) is reached. One of the conditions of the grant is that the private builder shall raise 50% of the cost of construction, not including the value of the land. In the case of private builders or corporations or societies, the local authorities are required to guarantee the mortgage as security for the Federal Government. The loans are to run for a 20-year period and may be prolonged beyond that time, but not beyond 1958.

Notwithstanding this scheme to provide this vast sum as a loan, it is the opinion of those responsible that this loan will not be sufficient and in addition direct subsidies are also contemplated.

A careful statistical study made by the Swedish Statistical Office in Stockholm into the increase of rents involving about 87,000 dwellings shows an average increase per room in the rent prevailing at the close of the year 1919 over that prevailing at the close of the year 1914, of 29.1%, and an average increase per room at the close of 1919 over the rents prevailing in the year previous of 10%.

## ITALY

Italy has probably gone further in furnishing Government aid in home building than almost any other nation of Europe. In addition to exempting new buildings from taxation it has completely exempted building materials from duties levied upon imports. In addition to these steps taken to encourage private enterprise, the



Government has made loans for building purposes of more than 25 million dollars (\$25,000,000). According to recent dispatches it is estimated that this will provide for the construction in the city of Rome of 25,000 rooms and throughout the other parts of Italy houses, the cost of which will exceed 40 million dollars (\$40,000,000).

Among the various cities which have taken advantage of Government aid thus extended may be mentioned Milan, Bologna, Modena, Venice, Turin and Florence.

## HOUSING IN RUSSIA

In an article by T. W. Clark, published in the *Journal of the Society of Architects of London*, will be found an interesting description of the way in which the Russian peasants live.

In these villages, it is very rarely indeed one comes across a single-story dwelling house. The usual type is two stories with attic. The front portion is reserved (top floor and ground floor), for the household and the rear for live stock and loft. A somewhat peculiar feature is the inclined gangway from the front of the dwelling houses to the rear of the top story. This is about 5 or 6 feet broad, and it is quite a common sight to see little Russian ponies pull their loaded droskis up these steep inclines to the loft.

The houses are all alike, but differ in finish and details. The better class peasants have the facades lined and colored—generally yellow or white, with pilasters oftentimes peculiarly panelled, and decorated with extraordinary color schemes of a diamond shape nature. A peculiarly ferocious lion rampant with collar and chain quite commonly figures on the gables. Sometimes the date of building is added, but this is unusual.

The roofs have very much the same pitch as our own, but the eaves project about 2 feet 6 inches beyond the wall-heads. Internally, the rooms are considerably more commodious than the British, French or American workingclass homes. Twenty-five feet by 15 is a common size. The apartments open off a central lobby by doorways, which are only some 5 feet clear in height; for, in all cases the sill of the partition runs across the doorway, a rather objectionable feature in a country where "six-footers" are in the majority! The rooms have enormous brick fire-places projecting about 6 feet 6 inches from the walls, reminiscent of furnaces. These fireplaces are



flanked by panelled bed positions about 3 feet from the floor. The space under is utilized for wood, fuel, etc. Decorative motifs such as flowers, animals, etc., frequently adorn the cupboard doors.

The Russians believe in having plenty of windows—fixed and casements—to their rooms. The casements opening outwards are very like our own in general detail. Wallpaper is practically unknown. In one or two cases only were the rooms papered. In nearly every instance, the walls are left untouched, exposing the moss packing. The corners of the apartments are usually rounded off. Ceilings are plastered and plain cornices are common. Fixed seats about 12 inches broad run around each room, and at some 5 feet from the floor broad shelving on strong brackets encircles the apartments.

No pictures grace the walls and such furnishings as carpets, linoleum, etc., in contrast to peasant France, for instance, are conspicuous by their absence. The French peasant sands her ruddy tiles or brick floor daily; the Russian housewife merely throws a bucket of water over her wooden boards. Apart from a table or two, the Russian peasant possesses few articles of furniture. Some are the proud owners of chairs, and a sewing machine has now and again been encountered, but these are luxuries. Clocks are a rarity, but curious to relate, watches are pretty numerous.

Water is drawn from timber-lined wells of great depth by windlass and wood bucket and on the hottest day (in summer the heat is extreme) it is icy cold. The villages have plenty of wells and the water is of fair quality and free from contamination. Sanitation is primitive and about on a par with some districts in France. Every house has a bathhouse erected at the foot of a "Katoska" patch, built of logs and containing two apartments. Every Saturday, bathing takes place *en famille*, in a temperature which can be mildly described as unpleasantly high, a huge fire being kindled in the furnace three or four hours beforehand.

## TOWN PLANNING IN SOUTH AUSTRALIA

After many months of discussion the South Australian Parliament has finally passed the Town Planning and Development Act of 1920 (No. 1452, Assented to December 9, 1920).

The Act establishes the Town Planning Department and the Government Town Planner on a permanent basis with immediate control of all new towns, subdivisions, etc.

One of the features of the bill which created much discussion and about which there was wide divergence of opinion was that with reference to a Central Administrative Board of professional men. In the original bill the real estate and building interests urged that the administrative control should be vested in such a board which would have put the Government experts in a subordinate position. A bitter fight was waged over this feature of the measure and as the bill finally emerged from Parliament the experts won, when the proposed Central Administrative Board was converted into an Advisory Board consisting of members of the Local Government and professional men with power to deal only with such matters as might be referred to them by the Minister.

In a recent letter Charles C. Reade, Government Town Planner of South Australia who, during 1920 is on leave of absence, acting as Expert Adviser to the Federated Malay States, says of this bill:

South Australia, in being the first State in Australia to pass a Town Planning Act, has thus gained an important victory in the face of much opposition arising chiefly from the want of better knowledge and understanding of the relationship of town planning practice in different countries to local problems in this State, and the effect of the measure upon private property, as well as the status of professional men. Our victory lay in securing from Parliament not only the permanent establishment of town planning in this State, but in preventing sectional interests from obtaining control by means of a powerful central administrative authority interposed between the Minister and the local governing bodies.

## NEW SOUTH WALES

In order to cope with the existing housing situation the government in 1919 created a State Housing Department and enacted two Housing Acts. In a communication received from A. S. Jones, Secretary of the new Housing Department located at Sydney, the following information is obtained:

The Department is building houses for people who are in receipt of incomes not exceeding £400 a year (\$2,000 at normal rates of exchange). Owing to the stringent financial conditions, the De-

partment has not succeeded in building the 1,000 houses originally proposed but as recently as last August there were either completed or nearing completion 750 houses.

One of the chief purposes of the Department is to reduce the cost of the houses as far as possible. In the past, exclusive of the cost of the land, the average cost of the dwelling has been about £750 (\$3,750 at normal rate of exchange), but the Minister in charge of the Housing Department hopes to be able to reduce this figure so that the dwellings erected under Government auspices will not cost more than between £600 and £650.

Another method which the government is carrying out is known as the "Group" system. Under this system the Government first acquires the land and then builds groups of houses which are drawn for by lot as completed in order to determine who shall have these much sought after dwellings. A deposit of only 5% of the value of the house being required of the successful applicants, as a cash down payment, and the balance to be paid off over a period of years.

A very popular feature of the Government's building program is a scheme by which houses are built for people who either own the site or have an interest in the lot equal to 10% of the capital value of the home required. A large number of houses are being built on this plan and there is a long waiting list of persons who desire to utilize their existing lots and secure Government aid in erecting their buildings.

One novel feature of the Government's work is the scheme that is being developed for building houses for groups of labor men who will supply their own labor in the erection of their houses. Under this scheme the Government acquires land for a group of labor men who may desire to build their own homes. It also provides any material that may be required and, if desired, is prepared to supply expert workers for the finishing off processes. Under this scheme the only asset that the Government will have will be the labor of the workers; but, as the Housing Department well points out, as the cost of labor on any workingman's cottage amounts to about one-third of the total cost of the building there is ample security for the money expended by the Government, especially as the Housing Department holds a mortgage over the completed property until it is paid off.

In connection with these various housing schemes the State Housing Department has issued a small 28-page booklet setting



forth the conditions of the Government grant, giving the forms of applications for loans under the different schemes, and various type plans—some of which, we regret to say, are what would be considered in this country, and especially in England, rather objectionable types of buildings.

## GARDEN VILLAGES IN SOUTH AFRICA

South Africa is one of the more recent countries to awaken to the advantages of modern Town Planning principles. Recently the English Architect, Mr. Albert J. Thompson, who has been responsible for the attractive housing development at Swanpool Garden Suburb not far from Lincoln, England, has gone to South Africa and taken up his residence at Cape Town for the purpose of acting as professional adviser in the development of a large estate in that city. In a letter recently received from Mr. Thompson in this country the situation there is described as follows:

The whole scheme is a most wonderful proposition and I am very hopeful that it is going to go well. We have got a very large number of people interested in the scheme and a considerable number of the sites are already taken up. We have also got out a large number of plans for the houses.

We can truthfully say that the Garden City is already in existence and only requires the roads and houses.

I am going up to Johannesburg and Pretoria in about a fortnight, to give a series of lectures. There is a great field out here for our work, because it is really terrible to see some of the developments, to see what has taken place during the last few years, considering the unlimited amount of land available and the cheapness of it. It is very dreadful to find back to back houses are being built and in many cases about 30 to the net acre.

Photographs of this development received in the United States show the most wonderful opportunities for planning a Garden Suburb of extraordinary beauty owing to the beautiful trees that are to be found upon the estate.

## JAPAN

Japan, like all the rest of the world, is feeling the housing shortage and according to information received recently from Mr. Sajima, General Secretary of the Y.M.C.A. at Osaka, the city of Osaka built during the year 1920, 652 houses at a cost of \$500,000 and is



now building 192 more. These houses are all single-family houses, one story in height, and built in rows with party walls between.

The city has also built several dormitories for single men capable of accommodating from 600 to 700 persons.

In addition to these municipal houses, the City Assembly has adopted a resolution providing for a loan of \$1,500,000 to private companies for the building of some 1200 houses, the funds advanced having been secured by the city from the Imperial Government which loaned it to the city for this purpose.

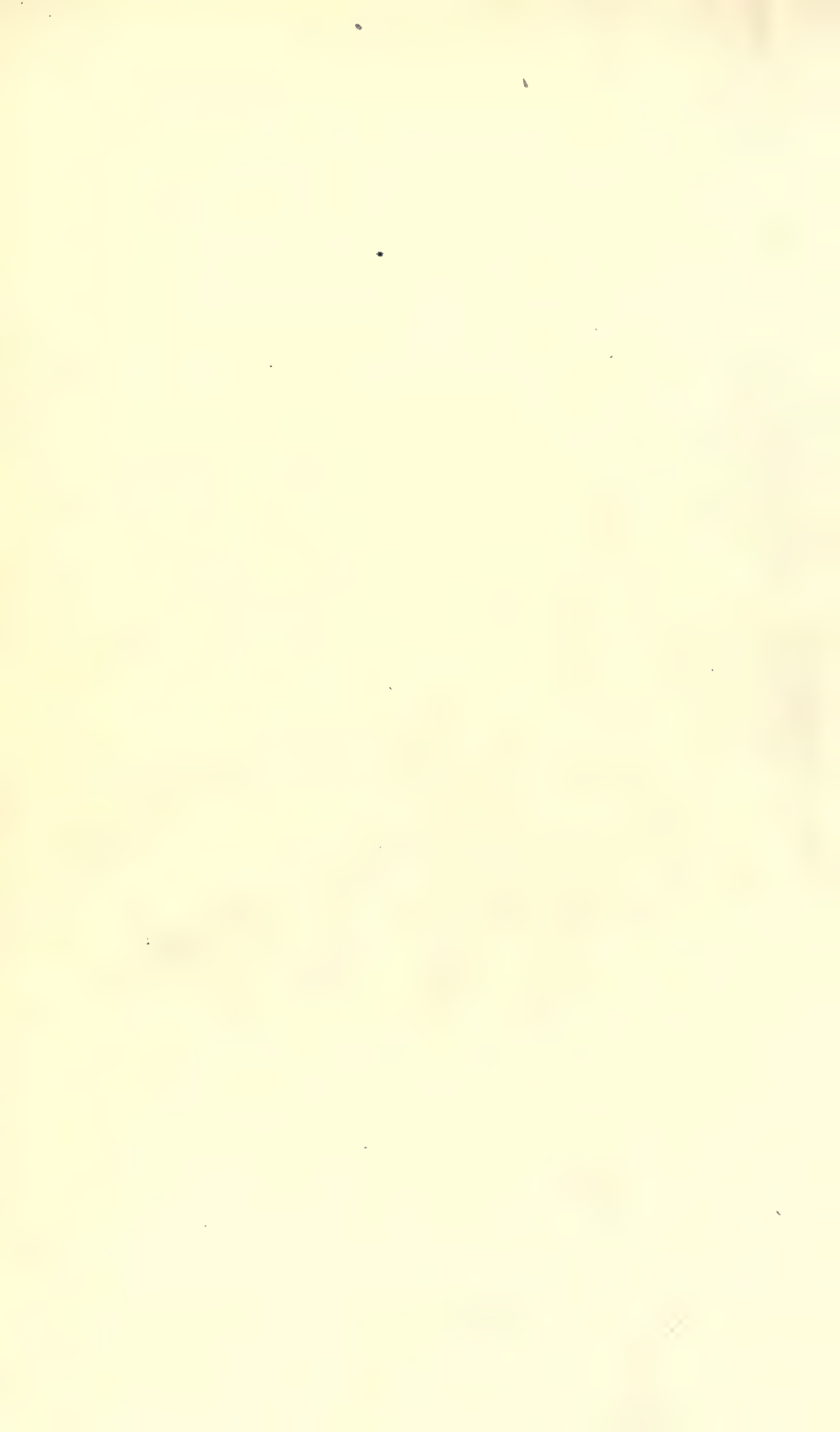
A consular report received in this country not long ago states that during the year rents in Japan advanced from 20 to 50%; that houses were badly overcrowded and because of the shortage, not only priests' houses, but even Buddhist temples themselves were rented for dwellings.

One city, Nagoya, borrowed 600,000 yen (\$299,100 at normal rates of exchange) from the Home Department at a low rate of interest for the construction of dwelling houses to be rented to the poorer classes. The scheme contemplates 154 houses on 4 different sites. The rents to be charged by the city will range from 8 to 20 yen a month (\$3.99 to \$9.97).

In addition to this Government effort, a private company was organized not long ago with a capital of 2,000,000 yen. It secured three tracts of land in Nagoya and started a building project. Sixty houses have been completed and others are in course of construction.

## BORNEO'S HOUSING PROBLEM

Housekeeping in Borneo has its complications. As a rule a large number of families live under one roof. On an average there are 40, but instances have been known in which as many as 400 persons were living together in a single community house. The houses are constructed on piles, with ladders leading to the outer uncovered veranda, which runs the entire length of the house. The veranda is used more or less as a public highway. Anyone passing through the village may climb up the ladder at one end, walk along it and climb down the other end in the most casual manner. Just back of it lies a covered portion of the house, and here most of the work is carried on. Opening from the veranda is a series of doors leading into separate rooms, one belonging to each family. Here the Dyaks do their cooking, eating and sleeping, except that unmarried girls usually sleep in a loft reached from the rooms, while the boys occupy the inner veranda.



*Belgian Gov  
no Winterlag p 264*

# Housing Betterment

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# Housing Betterment

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## A GOVERNMENT HOUSING BUREAU.

With the appropriation by Congress of \$250,000, for the Department of Commerce, to be used as follows:

\$50,000 for Continuation of Investigations of Structural Material and for the Collection and Dissemination of Scientific, Practical and Statistical Information concerning Housing,

\$100,000 for Investigations to Assist New Industries,

\$100,000 to Cooperate with Government Departments, Engineers and Manufacturers in the Establishment of Standards, Methods of Testing, and Inspection of Instruments, Equipment, and Electrical and Mechanical Devices,

a Division of Building and Housing has been organized under the Bureau of Standards of the Department of Commerce. Mr. Franklin T. Miller, the well-known expert of the construction industry who, with Senator Calder, was largely responsible for the securing of this appropriation and the establishment of this division in the Department of Commerce, has retired from active direction of the work, and Mr. John M. Gries, of Urbana, Ohio, has been appointed Chief of the Division of Building and Housing. Since 1914 Mr. Gries has been giving courses in lumbering, business statistics and purchasing as a member of the faculty of the Graduate School of Business Administration of Harvard University.

The Department of Commerce, Advisory Committee on Build-

ing Codes, appointed last June, is now actively at work. A further Advisory Committee on Zoning is soon to be appointed.

## CANADIAN GOVERNMENT HOUSING AND TOWN PLANNING WORK REORGANIZED.

With the recent abolition of the Canadian Commission of Conservation the Housing and Town Planning work of the Canadian Government has been transferred to the National Parks Branch of the Department of the Interior.

The work of the Division will not be materially changed, but attention will be chiefly directed in future to purely federal matters, including town planning and park developments in connection with the National Parks. Matters connected with provincial legislation and local town planning schemes will be left to the initiative of the provincial and local authorities, but where requests are made by these authorities for assistance and co-operation it will be readily given by the Department.

Mr. Thomas Adams will continue to act as Town Planning Adviser, with Mr. W. D. Cromarty, Architect, and Mr. Alfred Buckley, M. A., as Assistant. A considerable saving of expense to the Government will be effected as the result of a new arrangement with Mr. Adams under which he will devote part time to the Government and the larger part to private work in England with the firm of Thomas Mawson & Sons, Landscape Architects, with headquarters in London.

## CANADIAN TOWN PLANNING INSTITUTE.

The Town Planning Institute of Canada and the City Improvement League of Montreal held an interesting 3-day session in Montreal the latter part of September at which were discussed such questions as: The Tenure of Land and Its Effect on Town Planning; The Control of Subdivisions; the Economics of Organic Planning; City Mapping with Special Reference to Surveying by Aeroplane; Parks and Park Systems; The Relation of City By-Laws to Town Plans; Rapid Transit in Relation to City Development; The Law and Financing of the City Plan; Zoning, and other interesting topics.



## NEW DIRECTOR FOR CALIFORNIA HOUSING COMMISSION.

Edward Glass of San Francisco and Fresno has been appointed State Director of the Department of Housing and will have charge of the enforcement of the housing act and the executive work of the California Commission of Immigration and Housing.

Mr. Glass is a graduate of the University of Pennsylvania, a member of the California State Board of Architecture and a member of the Planning Commission of the Civic League of Improvements Club.

## THE SITUATION IN ST. LOUIS.

The housing situation in St. Louis remains unchanged from that of a year ago. The Board of Aldermen instituted an inquiry concerning rent increases, as the result of which Governor Hyde was urged to consider rent laws similar to those of New York state in a call for a special session of the legislature, but these laws failed of passage.

The St. Louis Home and Housing Association organized in 1918 with a capital of a little over a million dollars ceased further operations on June 1st, 1921, having built 127 houses, of which 106 had been sold to date on easy terms of purchase.

The building of houses has been in slightly larger volume during 1921 than in the two years immediately preceding. From January 1st, 1920, to June 1st, 1920, building permits were taken out for 208 houses, whereas for the same period in 1921, permits for 315 houses were issued.

It is estimated that the present volume of building is from 20 to 25% that of 1916, which was considered normal for this city. Examination of the building permits issued for 1920 indicates a large increase in one-family frame construction, which is unusual for St. Louis, approximately 9/10 of the area of this city being included in the fire limits. This is indicative of building only on the outskirts of the city and of a comparatively cheap type of construction. There has been a noticeable decrease in the building of apartment houses during the past year. The fol-

lowing figures on dwelling, flat and family accommodations built by years since 1916 is of some interest:

Year	Dwellings	Flats	Family Accommodations (approximately)
1916	668	485	3000
1917	327	208	1500
1918	104	30	500
1919	463	30	*1050
1920	424	33	535
1921 (5 mos.)	316	3	335

\*600 suites, of which 400 were 1-room efficiency apartments.

## WHAT THOSE WHO LIVE IN BLOCK DWELLINGS THINK OF THEM.

What the people who live in block dwellings, especially the younger generation, think of them and of their disadvantages is strikingly shown in an article in the magazine "Housing" of the Ministry of Health, by Mr. W. McG. Eagar. Mr. Eagar by day is an important staff officer in the London District of the office of one of the Regional Housing Commissioners of the Ministry of Health and at night is the head of an important social settlement in London, and therefore views the housing question more strongly from the social point of view than do, perhaps, some of his associates who are without the close and intimate contact with the problem that he possesses.

In the article in question he gives extracts from essays written by members of a Working Boys' Club in one of the most congested districts of Central London, and states that all but 5 of these boys live in block dwellings. Among the views quoted may be mentioned the following:

The constant pressure of public opinion vexes some.

"Whenever you come home late of night, everybody in the buildings knows about it and there is food for gossip."

"People watch you go out and come in and talk about your business, which is not very nice."

"In a single house a person is able to disinfect his house without anybody interfering, or complaining of the smell of carbolic or whatever disinfectant is being used. In a block of buildings one person starts disinfecting the house, while another complains of the smell."

The irksomeness of sharing domestic conveniences with other families is insisted on by all the writers.

"In a tenement you have to use the same wash house and sinks and when the children play on the landing or balconies, the other tenants come out and complain about the noise, and then there is a row whose part of the landing it is. When you have your morning wash, the people next door come out and line up, jawing about us being on the tap all day."

"In some buildings you have got to share your lavortry between you and your next-door neighbor, which is not very pleasant and generally causes quarrels between you and your neighbor."

"When your mother wants to wash she has to wait her turn amongst three or four more, and if she wants to wash on Friday, she cannot because it is some other washer's day."

The impossibility of securing quiet is emphasized by all, and is thus put in its simplest form:—

"If you live in a block of buildings there is noise all day long, and there are strangers running up and down and making as much noise as they can. When they are living over your room and there is about ten dancing, then that is the time to grumble, when your pictures fall down and your mantle breaks, and if there is anybody ill it makes them as if they can die, that's why I would like to live in a single house."

"When you want to go to sleep early you generally find someone having a gay time overhead."

On the other hand, some boys find themselves sore let and hindered in making wholesome noises themselves.

"I would sooner live in a single house because you have no stairs to climb, and can make as much noise as you like without disturbing anyone underneath . . . You can have dancing and singing without people coming up and complaining about the noise."

"You cannot (unless you are a callous person) chop wood, do some cobbling, or any other such things that would necessitate a little noise, if Mrs. So and So has an ailment of some kind; sometimes it occurs that although the other residents in the block are quite healthy and well, one or the other of them would put in a complaint for making what they would term an unearthly din."

Detriments to health and the difficulty of taking exercise figure very prominently in the arguments adduced, and lest this anxiety should be thought in any way morbid, it may be as well to explain that these boys have a higher technique in boxing and gymnastics than essay writing.

"When we get up in the morning (this is if we were living in houses) we could go out in the garden and do some exercise such as physical culture, some skipping and have a few runs round the garden, which would keep us in good health; this is impossible in tenaments."

Living high up has obvious disadvantages.

"If you live up very high it makes the place very dirty with the soot from the chimneys."

"In buildings in — there are no lifts and perhaps your mother or father is a bit weak and cannot climb the stairs very easily, and walking up decreases her strength, and if there are any children in the building they are more liable to fall down the stairs than in a private house."

Some of the writers complain that in their buildings all pets are forbidden.

"You cannot even keep a puppy if you give me one," says one boy, willing to impute generosity in intention.

Another mingles breathlessly idealism and frank realism:—

"It is nice to live in a house of your own because you can have chickens and dogs and a nice big yard and have flowers and Creepy growing up the wall, and you are not disturbed by your drunken neighbors and any of their thealty\* language, and you are your own master of your house. That's why I like to live in a single house and not in a block of buildings."

By psychologists the most damning part of the indictment may be thought to be contained in this quotation:—

"Some would say why do people live in tenaments, well our answer would be that we cannot help ourselves. All our big men are trying to solve this question and we can feel certain that whatever decision they come to in the end will be wrong."

Such youthful cynicism goes not out save by rabbits and gardening. If the writer had lived his 16 years of life in an ordinary dwelling house, he might even now be an optimist.

## TROY TAKES UP ZONING.

Troy, N. Y., is one of the recent cities to vote for a Zoning plan, the Common Council having adopted on May 5th without a dissenting vote an ordinance empowering the Mayor to appoint 7

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\*In this part of London, "th" and "f" are interchangeable in ordinary speech.



persons to serve without compensation on the Troy City Plan and Zoning Commission. The credit for this result is due largely to the fine organizing of public sentiment by the Troy Chamber of Commerce.

## CALIFORNIA HOUSING COMMISSION SAVED.

At the last session of the California legislature bills were introduced which would have abolished the Commission of Immigration and Housing which has done such valuable and important work for both the causes of housing and immigration in California ever since its creation some years ago.

Through wise statesmanship there was substituted for the bill abolishing the Commission one providing for the reorganization of those state departments which had to do with labor and industrial relations.

The original bill would have recreated the Department of Labor and the Bureau of Labor Statistics under practically the same organization as that which now exists. It would have abolished the Commission of Immigration and Housing and the Industrial Welfare Commission, consolidating the work of the two commissions under the general direction of the Director of Labor, and with a new board to act in an advisory capacity only to the said director. The result would have been to have placed an unsalaried advisory board under the direction of a \$4,000 a year executive, with power only "to investigate and advise" and with no power to control the activities of any staff members, or to determine the policies and methods of work to be followed.

The valuable services of the present unsalaried commissioners would thus have been lost and the determination of many vital questions affecting the interests of labor and employers and owners of millions of dollars' worth of city houses and labor camps, to say nothing of the interests of hundreds of thousands of immigrants, would have been placed in the hands of one man with a purely political organization under his direction. The result would have been too to have jumbled together into one division the present work of The Industrial Welfare Commission, which has to do with the fixing of wages and hours of labor, and the work of the Commission of Immigration and Housing, which has to do with

housing in cities, the administration of the camp sanitation law in labor camps throughout the state and the Americanization of the immigrant, expecting one group of unsalaried but public spirited men and women to offer advice upon this immense field of work to a director who was under no obligation to follow such advice, and to a staff of employees who were responsible to no one except to the director.

The amended bill as finally passed and approved preserves all of the good features of the present organization and makes it possible for those persons who for a number of years have been intimately acquainted with the work of the present organization to work together to secure greater efficiency of action and greater economy of money.

It also brings to the conference table thus established a fourth and very important agency, to wit, The Industrial Accident Commission, which is also vitally concerned in the problems of the other groups and which has been found as a matter of experience to be a natural member of such a conference.

## PLENTY OF MONEY IN JOHNSTOWN.

Johnstown, Pa., evidently is not suffering from the difficulties of securing finances for housing which affect the city of Philadelphia. Recent reports from the former city indicate that the funds in the hands of the Johnstown Housing Corporation, organized by the Chamber of Commerce, and the Midvale Steel Company's loan fund to employees, together with other capital which has been made available for building purposes, indicates that there are ample financial resources at hand for an extensive building program in Johnstown. It is also expected that the building contractors and the building trade unions will soon reach a satisfactory agreement on the wage question.

## TWENTY-FIVE YEARS OF IMPROVED HOUSING.

The City and Suburban Homes Company of New York, one of the pioneer and largest organizations in the United States

building and operating improved tenements, has recently issued its Twenty-fifth Annual Report submitted by the President of that company, Mr. Allan Robinson.

All persons interested in improving housing conditions, and especially in the management and operation of improved dwellings, should study this report with the greatest care; for it represents the experience of a public-spirited corporation in caring for the homes of more than 12,000 people. In addition, the company manages a hotel for working women accommodating 326 guests; has developed a suburban property comprising 263 one-family houses and a group of four four-story apartment houses accommodating 100 families. The company has an unbroken dividend record of 23 years.

The report is especially valuable as illustrating the importance of taking the tenants into one's confidence. The statement contained in the report from the President of the Company, Mr. Robinson, to the tenants explaining the increased operating expenses of the company and the necessity for adjusting rents to meet the increased expenses, should prove of incalculable value to all landlords and tenants and to housing reformers throughout the country.

## REALTORS ON RENT CONTROL.

An illuminating statement is that emanating from the Rent Committee of the National Association of Realtors. If all real estate men took so broad and public-spirited a view of their functions there would be neither rent problems nor rent control legislation. We give below the five recommendations of this committee:

### WHAT A RENTING COMMITTEE RECOMMENDS.

1. That the renting public refrain from "bidding" on reasonable figures for leases of residence property.
2. That landlords refrain from making unreasonable increases in rents, letting their action be guided by a due consideration of values, fair rates of income on investment and by the Golden Rule.
3. That all real estate men and brokers assist the movement for "reasonable rents" by offering sound conservative advice to both renters

and owners, especially advising owners against extreme rental charges on residence property.

4. That the only real constructive solution of the rent problem—the building of new homes—be assisted in every possible way and especially in the following particulars:

(a) That the building material dealers make every effort to reduce the cost of building by putting in effect the lowest possible scale of prices on such materials.

(b) That building tradesmen and labor, both organized and unorganized, assist the building movement by accepting such wage reductions as may be justified by such changes as have taken place in the cost of living. It is the belief of the committee that building tradesmen will benefit by such action not only by receiving steady employment but also by the lower cost of rent to themselves.

(c) That builders of homes, including contractors, real estate men, "builders" and all others engaged in the construction of homes for sale or by contract, be satisfied with a reasonable margin of profit, depending on increased production and volume of business to make suitable earnings.

(d) That savings banks, loan associations and all others engaged in financing building make every possible effort to give adequate financial aid to home builders, without discrimination against so-called "speculative builders" who produce a large percentage of the homes constructed in Syracuse. Adequate financial aid means that a home builder should be able to secure a first mortgage for fully 50 per cent of the selling price of a house and lot. Some method must also be provided so that builders can dispose of their second mortgages without prohibitive discounts and bonuses.

5. This Committee is unalterably opposed to any form of tax exemption. Not only are all forms of tax exemption to be discouraged on general principles but the tax exemption on new builders is manifestly unfair to those who have built homes during previous years when the need was greatest. It is also unfair to all property owners.

## HOUSING IN HOLLAND.

Some extremely valuable information is to be found in a report rendered by Mr. Stephen Child, the Boston Town Planner, to the American Society of Landscape Architects, giving the results of Mr. Child's impressions gathered during his trip to Belgium and Holland last summer.



In connection with leading town planners and housing experts in Belgium, Mr. Child visited some of the more recent housing developments in Holland. We give below his impressions in somewhat abbreviated form:

After leaving the Belgian mining district we crossed over the line, not more than ten miles away, into Holland to study the town planning and housing near Maestricht.

### HOLLAND'S PROSPERITY AND RESULTANT HOUSING PROGRESS.

While the war may have affected the Dutch people unfavorably to a certain extent, necessitating large expenditures for mobilization and losses through the shutting down of certain industries, they could all the time work at others; they have no overwhelming war debt and, a point of particular interest with reference to their housing operations, they could, and can still, buy supplies wherever they are offered to best advantage, be it Belgium, Germany or elsewhere. The balance has been heavily to the credit of Holland and the country is today without doubt in a very prosperous condition.

As one result of these favorable conditions, there have been built during the past few years by this small nation of less than seven million people, no less than 75,000 houses for working people alone. These have been constructed in 180 different towns through the agency of some 1250 different building societies, the work having been authorized under national guarantee and with the aid of state subsidies.

### TOWN PLANNING AND HOUSING NEAR MAESTRICHT.

#### THE SOCIETY "ONS LIMBURG."

In recent years the southern part of the Dutch Province of Limburg has rapidly grown from an agricultural into an industrial district, where large masses of mineworkers have accumulated in the small towns and rural villages surrounding the new coal mines.

When, on account of industrial progress, the problem of housing increased in intensity, there was founded in 1911 in Hoorlen, the centre of the mining district, the Society "Ons Limburg,"

which aims to provide housing accommodation in this part of the country, especially for the working-class population.

"Ons Limburg" is a comprehensive organization centralizing some 48 building societies. These constituent local branches are societies operating exclusively for the improvement of the dwelling conditions of the people by erecting new laborer's dwellings under the Dutch Housing Act of 1901. Its object is to establish and develop such local building societies and to give its members guidance and information. Its Works Department (Technical Institute) prepares the plans for house-building; a good architectural treatment is secured by the architects Jan Stuyt of The Hague and Joseph Cuypers of Roermond. Its experts assist the local sections to institute the most efficient system of accounting. It provides for inspection carried out by women inspectors to guarantee a proper use of the dwellings.

Under the Housing Act the local authorities are authorized to make grants and loans to the building societies and the money required for these purposes is advanced by the national exchequer. In 10 years a total of £1,596,200 has been thus advanced and 3916 cottages constructed in this district alone, while 1270 cottages are now building.

In order to prevent the mines being surrounded by an unduly concentrated population and to get the advantage of mixing, to some extent, the mineworkers with the country population—in a word, of securing most of the helpful influences of the English Garden City idea—the building areas are dispersed over the country, partly on the borders of small towns or villages, partly forming separate groups of houses and in some instances merging into one another.

In the different sites the number of cottages per acre varies from 10 to 16. It was originally intended that there should be only separate houses or cottages each for a single family, with an open space to each house, but this idea has not always been followed, for there are many row houses.

To put this principle in practice, cheap land must be at the disposal of the building societies. The solution of this problem in this rapidly growing industrial district was obtained by the assistance of a society called the "Tijdig" which buys on a large scale on "due time" the land while still at or near agricultural value;

and hands it over at cost price to the local branches of "Ons Limburg" as soon as a building site is wanted.

The cottages are all planned on the same principle. Each cottage comprises a parlor, a living room with a scullery and necessary conveniences on the ground floor and 3 bedrooms on the second floor, not much of a cellar, and generally heated by stoves. The building cost per cottage—the cost of land purchase and the making of streets excluded—was up to the year 1915 £160 to £175 and has increased at present to £400-£480.

The cottages erected before the war were let at a rent of about 5 shillings per week which, we were told, provided a full commercial return of the capital outlay. The increment of the building cost makes it impossible to continue in that way; at present the rents, fixed at about 8 shillings per week, produce only 50 to 60% of the sum required for interest, repayment of loans and working expenses; the rest is granted annually as a subsidy by the State and the communities interested, being absorbed without serious opposition by general taxation, a form of government philanthropy not relished in America.

Some Town Planning and other details may be of interest. The country about Heerlen is in general gently rolling with some wooded hillsides, but mostly open farms. There has been considerable skill shown in fitting streets to topography and where this was nearly level, interesting adaptations of formal layouts have been adopted. Pavements and walks are narrow and the grassed, tree-shaded planting spaces are of ample width. Alleyways are quite commonly employed. Interesting squares, plazas, formal gardens and even quite good sized informal parks have been established. There are many single houses, more semi-detached, and a great many rows of from 6 to 12 houses. Brick is here, as throughout Holland, the favorite material, covered in some cases with plaster for variety. We visited one group, however, of temporary houses built of wood. A large majority are of one and a half stories in height and none over two and a half. There is a pleasing variety in architectural types, although the rather heavy Dutch or German predominates. Gables, dormers and little towers are quite common. The grouping and set-back of the buildings, which varies with the topography, add to the general appearance. Front door-yards are in general not over 15 or 20 feet deep.

## DUTCH USE OF COLOR.

The most noticeable feature of the architecture, however, is the effective, not to say startling, result of the Dutch use of color. First, of course, all the roofs are red, or pinkish-red tile, while most of the walls are dark red brick, but here and there this has been covered with a plaster tinted a bright yellow. More noticeable than this, however, is the painting of the woodwork; doors are frequently brown or green; shutters, yellow bordered with white, and sometimes decorated with lozenge-shaped panels of white or even black or dark blue; window sashes and cornices are often a bright yellow ochre, sometimes green or brown.

## PLANTING.

Shade tree planting is quite general—native oaks being the favorite, with mountain ash a close second—one kind of tree to a street. Door-yards are frequently filled with flowering shrubs or herbaceous plants. Hedges and low vine-covered walls separate the yards. The general effect is one of gayety and brightness. Ample provision is made for churches and for schools, with generous playgrounds, also for local shops. Their problem is here, as all through Holland, simplified by the fact that all are tenants; no one seems to think of wanting to own his home.

## ARNHEM.

Proceeding up the valley of the Meuse our next headquarters was at Arnhem-on-the-Rhine—some 80 or 90 miles north of Maestricht. This ancient town near the border and with strong German influences is the capital of the Dutch Province of Gueldre. Activity in housing and town planning extension work is marked, and there are many building societies operating as at Heerlen under the Dutch Housing Act of 1901. But while in the latter district there is but one industry involved, viz., coal mining, here the problem is the more general one of an acute shortage due to the rapid growth of a thriving city with many manufacturing and transportation interests.

These authorized building societies here as elsewhere in Holland, frequently have their own large and well-equipped temporary wood-working shops for the fabrication of building material, but



with characteristic Dutch thrift they all keep a sharp eye on prices elsewhere, and when these are found to be lower than the cost at their own shops, do not hesitate an instant to shut down these and buy in the best market. There is apparently no political pull or false community pride as there is so often in America, to keep their own shops going; the one purpose is to secure houses rapidly, economically and without raising rents.

Here, about Arnhem there are now under way several projects which might properly be called Garden Suburbs, but the Dutch have given to these, not only here but elsewhere, what to many of us may be a new name, viz., a "Complex"—the term covering a complete quarter or small district, each having its own individual character and particular type of architecture, and each quite different from the other.

Of the more notable of these "Complexes," at one called "Blaundorp," blue is the predominant color, while at the other, "Roode-dorp," red is the more noticeable. In the latter there are many original adaptations of German architectural forms recalling details of old Nuremburg houses. The red tiled hipped roofs of the story and a half cottages start just above the windows of the first floor and while broken by dormers and low towers, give a heavy appearance to the buildings. This "Complex" being on a hillside, the curving streets frequently cross obliquely, the interesting vistas being closed by some picturesque small tower or gable.

In most instances the streets have narrow pavements of concrete or brick, are bordered with tree-shaded planting spacing of generous width and each house (there are many in rows of from 6 to 10) has its neatly arranged front door-yard with low hedge or brick wall and its bit of smooth lawn, sometimes decorated with a flower bed and often with symmetrically trimmed yews. Poplars are quite often employed as street trees, also many oaks. The effect is on the whole very German and while not perhaps to be copied, certainly has the merit of originality which is often picturesque.

### A "COMPLEX" FOR THE MIDDLE CLASS.

Here at Arnhem we noted an interesting departure—a distinct effort to house not only the manual laborers, but the middle class—

intellectual workers, bank clerks, and small tradesmen—Pontanus Laan a "Complex" of comfortable, not to say elegant, homes having been built for them. These are mostly detached houses, a minimum of 20 ft. between buildings which generally have at least 8 rooms. Except for this spaciousness, however, these are in no way superior in construction details to the homes of the nearby manual laborers. The rents were for a couple of years very little above those asked of the well-paid workers and ranged from 25 to 50 francs per month, but an increase has now been made of from 50 to 75% over the original rate.

The general impression one receives from visiting these various housing projects is the very evident air of comfort, and often even of beauty, which distinguishes these workers' homes. One reason at least is the fact that here in Holland, the laborer (always a tenant) seems willing to spend in rent at least one-sixth if not more of his wages; while we were assured that in Belgium he could be persuaded to devote not more than one-tenth to such purposes.

Nevertheless, the amounts charged in no case meet the standard of "economic rent" that should be received for such dwellings, and here in Holland, as Mr. Veiller has recently shown in England, there must come some time in the future a day of reckoning—a writing off of inflation and a genuine return to a true economic basis; one that will make the worker more independent because not as now a recipient of government philanthropy.

Indirectly perhaps Holland is to be aided in this particular by its foresight in proceeding, as it has very generally done, to purchase large areas of land in the vicinity of most of their growing cities, and holding those at cost for the building of workmen's homes. The City of Arnhem now owns over 4,000 acres of such land which it is holding in reserve for this purpose; bought, in most instances, at or near agricultural values and held under agreements permitting the cultivation and sale of crops until needed for building. The community will therefore profit by the "unearned increment" and what is more, when the need arises, there will be none of the unfortunate delays that come through the slow process of expropriation. Will American municipalities ever be wise enough and their officials honest enough to be trusted with such responsibility?

## AMSTERDAM.

From Arnhem to Amsterdam is less than 60 miles. The scenery is typical of the Low Countries, broad plains and sluggish canals. We passed Amerongen and Doorn without seeing the Kaiser; also the very interesting old University City of Utrecht. At Amsterdam in order that we might fully appreciate the seriousness of their housing problem, we were taken first to the Ghetto and slum district and were told that there is nothing worse in the world and one can well believe it. But then we were whisked away by special trams to be shown what the city is doing to cure this evil, for it is their avowed purpose to abolish all their slums and they are setting about it by first building new quarters.

But the difficulties here are greater than in most cities, for the soil is so soft and marshy, almost all buildings must be set on piles, adding a considerable item to the cost of construction. For this reason, among others, a great deal of the housing work here is what we would call tenements or apartments of four and five stories. The first of these erected by the city, while they may be well built and excellent habitations, better than the slums we had just visited, are certainly not attractive.

More recently, under the supervision of the celebrated Dutch architect, Berlage, and his associates, Gratema and Verstoeg, there has been an improvement in appearance. Balconies, loggias, towers and the skillful employment of architectural details and of color, the use of flower boxes and climbing vines have produced a much better effect, relieving the monotony and barrack-like appearance of the earlier structures. In this district first visited, they are now building also a good many row houses, two and a half stories in height, arranged for a family on each of the main floors, each having a store-room under the roof.

These "flats" each have at the front, besides the entrance hall, a good-sized living room with two windows or a bay window giving on the street and at the rear in the centre a kitchenette with a small bedroom on either side of it—each with a window giving on the rear gardens, which are well laid out, carefully and attractively planted and maintained. The second story flat has a separate doorway and stairway. Alleyways are quite generally employed; frequently, however, not wide enough for teams, merely a footpath. Here again so much of the pleasing effect is

due to bright colors—roofs are red-tiled, window sashes green, shutters in unique designs of many colors, doors brown, blue and white. At the ends of the rows, taller structures, three stories in height, with shops on the street floor and apartments above, have gables painted white, their edges “stepped” in true Flemish style.

But of all the tenements your representative ever saw, those erected to the eastward of the city are the most remarkable. Here they have employed an architect, named De Klerck—a genius no doubt, and his avowed purpose was to do something that would be radically different from “the somewhat staid materialism of Berlage” whose Amsterdam Bourse and other buildings in Holland are famous. Well, he has done it, producing a veritable architectural nightmare. From a little distance the block (it is five stories in height) looks like a cross between a huge monster and a ship. Inside, the apartments are well arranged, the rooms in fact somewhat larger than in the buildings first visited. In general it may be said that throughout Holland the tendency is to build rooms too small. We were assured by the Amsterdam authorities that in spite of the apparently wasteful methods, these bizarre structures were not costing much, if any, more than the others, and furthermore that “nothing was too good for the workingman.”

Across the narrow Haven or Harbor on the outskirts of the northern district of the city, our party visited two other housing schemes that were by far the most attractive in the vicinity of Amsterdam. Here the buildings are not over two and a half stories in height, and while many are in rows, some are semi-detached. At all of these Amsterdam projects, the land being perfectly level (reclaimed marshes), the street layout is appropriately formal straight lines with, however, ingeniously designed squares and little parks well planted and cared for.

Here at Amsterdam, as elsewhere, rents are low, ranging from 3 to 6 florins a week (a florin, usually worth 40¢, is now only valued at about 17¢ of American money), when a proper charge would be 8 to 10 florins. The population of Amsterdam in August, 1920, was 651,133 and a careful survey showed the need of fully 19,000 new houses. Allowing for the probable growth of the city, 6,800 new houses would be needed each year for a period of 5 years, or a total of 34,000 houses. These the municipal



authorities have set out to build, having plans ready now for 12,000; over 4,000 of which are nearly if not quite complete. From 1905 to January 1, 1920, 108,000,000 florins have been appropriated by the State and City for housing. Here, too, a special maintenance service has been organized.

### THE HAGUE.

After Amsterdam came The Hague where some very interesting housing is going on. The sleepy old town is waking up and growing fast and, like the other cities visited, has a well-organized Housing Department with a competent Director, a full staff of assistants, architects and engineers and many housing societies operating under the National Housing Law. Here land is relatively cheaper, much having been bought as at Heerlen and Arnhem at or near agricultural prices, the municipality owning now over 3,000 acres of such land. There were very few tenements, most of the buildings being from one and a half to two and a half stories in height. Almost all of them, however, are built in rows, none detached and very few semi-detached. Alleys or rear paths are commonly employed and at several of the projects the houses are built around courts, the flats having pleasant balconies facing the courts, the latter very attractively designed and maintained either as gardens or play places. Brick is the usual material with red tiles for the roofs and a perfect riot of color for the woodwork. Here, as at all the other towns, there is a special maintenance service; but at The Hague we were told that it includes women inspectors, and that often a young lady from the well-kept homes of the better class is appointed to such a position, her duties including not only the giving of suggestions as to better housekeeping methods, but the supervision of the moral interests of the tenants and their children.

The last of the projects visited at The Hague was a group of so-called semi-permanent buildings for fishermen at the nearby seaside resort of Schevening. These are arranged in straight rows, are really very cheaply constructed of brick and wood, have no cellars, being erected on the levelled-up sand dunes near the beach and it seemed to your representative were potential slums. Rents are to be from 6 to 8 francs a week (at present rates of exchange, 42 cents to 56 cents).

## ROTTERDAM.

This thriving seaport has also its housing problem which it is grappling with in a similar manner to the other Dutch towns visited. The various Housing Societies have planned for at least 3,000 workmen's homes. The cost of building these is varying from 12,000 to 13,000 francs and the rent is 10 to 12 francs a week. Skillful architects have been employed, among them the famous Berlage of Amsterdam and another well-known Dutch architect by the name of Dahlen. Very few apartment houses are being built, mostly row houses of from one and a half to two and a half stories in height, each with its front and rear garden attractively planted and maintained. Here, too, we found as at Arnhem, provision being made for the middle class, as well as for the worker—in some of the projects, both classes being provided for. These houses, as might be expected from the architectural talent employed, are not only attractive outside but very skillfully arranged inside; and here at Rotterdam, particular pains have been taken in the matter of furnishings and interior decorations, some of which, while inexpensive, were more than ordinarily attractive.

Here, as in all the other cities of Holland, societies authorized by the national government and the communities are guaranteed the entire cost, including land, buildings, streets and utilities. During a period of 50 years, the houses may not be sold and the rates of rent may not be raised or changed without authorization of the municipality. At the end of this 50-year period, the buildings become the property of the city.

From a Town Planners' point of view, the most interesting and attractive of the Dutch projects visited were those in the vicinity of Heerlen, but none of them were as comprehensive or on the whole as genuinely attractive as the really very charming Belgian Garden City at Winterslag, which is being constructed, not by the Government, but by a prosperous mining corporation.

## ZONING PROGRESS.

In an interesting discussion of the place of a Board of Appeals in the administration of Zoning laws, a subject about which there is considerable divergence of opinion, Mr. Edward M. Bassett, Counsel of the New York Zoning Committee, includes a list of the

leading cases on the subject of Zoning decided since the booklet entitled "Zoning," written by Mr. Bassett, was published about a year ago. He also includes a list of Zoning State Enabling Acts and of Zoning Ordinances throughout the country. In this connection the following statement prepared by Charles B. Ball in charge of Zoning work for the Health Department of the City of Chicago, published in September, will have interest for all persons interested in this subject:

## CITIES IN WHICH ZONING IS IN EFFECT.

Compiled September, 1921, by CHARLES B. BALL.\*

<i>City</i>	<i>Date of Ordinance</i>	<i>Consultant</i>
Alameda, Calif.,	1919,	Charles H. Cheney
Baltimore, Md.,	May, 1921,	
Berkeley, Calif.,	July, 1920,	Charles H. Cheney
Brockton, Mass.,	November 29, 1920,	Arthur C. Comey
Caldwell, N. J.,	September 19, 1921,	George B. Ford
Cleveland Heights, O.,	August 2, 1921	Robert H. Whitten
Cliffside Park, N. J.,	September 27, 1920,	Herbert S. Swan
Cudahy, Wis.,	July 16, 1919,	
East Cleveland, O.,	1919,	Robert H. Whitten
East Orange, N. J.,	March 16, 1921,	George B. Ford
Evanston, Ill.,	January 18, 1921,	Harland Bartholomew
Glencoe, Ill.,	May 9, 1921,	George W. Maher
Glenridge, N. J.,		Herbert S. Swan
Gloversville, N. Y.,	April 11, 1921,	E. E. Christopher
Los Angeles, Calif.,	April 5, 1920,	Charles H. Cheney
Maplewood, N. J.,	1921,	Frank B. Williams
Milwaukee, Wis.,	November 15, 1920,	Arthur C. Comey
Montclair, N. J.,	May, 1921,	Herbert S. Swan
Neenah, Wis.,	May 5, 1915,	
Newark, N. J.,	January 3, 1920,	Herbert S. Swan
New York, N. Y.,	July 25, 1916,	
Niagara Falls, N. Y.,	1920,	John Nolen
Oakland, Calif.,		
Omaha, Neb.,	June 29, 1920,	Harland Bartholomew
Palo Alto, Calif.,	August 16, 1918,	Charles H. Cheney
Pasadena, Calif.,	October 1, 1919,	Charles H. Cheney
Racine, Wis.,	October 3, 1916,	
Rahway, N. J.,	August 11, 1920,	
Rochester, N. Y.,	September 22, 1919,	E. A. Fisher
Sacramento, Calif.,	June 12, 1917,	
St. Louis, Mo.,	May, 1918,	Harland Bartholomew
South Orange, N. J.,	1921,	George B. Ford
Washington, D. C.,	August 30, 1920,	Harland Bartholomew
Westfield, N. J.,	August, 1921,	George B. Ford
West Orange, N. J.,	September 19, 1921,	George B. Ford
White Plains, N. Y.,	June 7, 1920,	Herbert S. Swan
Yonkers, N. Y.,	1920,	Herbert S. Swan

\*Mr. Ball advises that although this is the most comprehensive list yet compiled it probably contains inaccuracies due to the numerous sources of origin and the activities in zoning progress.

## CITIES IN WHICH ZONING PREPARATIONS ARE IN PROGRESS.

Atlanta, Ga.,	Plans in progress,	Robert H. Whitten
Bogota, N. J.,	Ordinance prepared,	Herbert S. Swan
Bound Brook, N. J.,	Ordinance prepared,	Herbert S. Swan
Buffalo, N. Y.,	Plans in progress,	George H. Norton
Chicago, Ill.,	Commission appointed July 22, 1921,	
Cincinnati, O.,	Studies just begun,	George B. Ford
Cleveland, O.,	Ordinance prepared,	Robert H. Whitten
Cranford, N. J.,	Ordinance prepared,	George B. Ford
Dallas, Tex.,	Ordinance prepared,	Robert H. Whitten
Detroit, Mich.,	Ordinance prepared,	Harland Bartholomew
Elizabeth, N. J.,	Ordinance prepared,	George B. Ford
Gary, Ind.,	Plans in progress,	Edward H. Bennett
Grand Rapids, Mich.,	Plans nearly ready,	Harland Bartholomew
Hamilton, O.,	Ordinance prepared,	Harland Bartholomew
Hoboken, N. J.,	Ordinance prepared,	Herbert S. Swan
Hutchinson, Kan.,	Ordinance prepared,	Harland Bartholomew
Irvington, N. J.,	Ordinance prepared,	Herbert S. Swan
Lakewood, O.,	Ordinance prepared,	Robert H. Whitten
Madison, Wis.,	Plans nearly ready,	Harland Bartholomew
Memphis, Tenn.,	Plans nearly ready,	Harland Bartholomew
Minneapolis, Minn.,	Ordinance of 1913 invalid	
Mansfield, O.,	Ordinance prepared,	George B. Ford
Orange, N. J.,	Ordinance prepared,	George B. Ford
Passaic, N. J.,	Ordinance prepared,	George B. Ford
Paterson, N. J.,	Hearings in progress,	Herbert S. Swan
Philadelphia, Pa.,	Ordinance failed to pass, 1920,	Chester W. Albright
Phoenix, Ariz.,	Plans in progress,	Edward H. Bennett
Pittsburgh, Pa.,	Ordinance prepared,	Harland Bartholomew
Portland, Ore.,	Ordinance failed on ref., 1920,	Charles H. Cheney
Rock Island, Ill.,	Plans in progress,	Edward H. Bennett
Roselle, N. J.,	Plans nearly ready,	George B. Ford
Roselle Park, N. J.,	Plans nearly ready,	George B. Ford
Rutherford, N. J.,	Plans nearly ready,	George B. Ford
St. Paul, Minn.,	Plans nearly ready,	Edward H. Bennett
So. Orange, N. J.,	Ordinance prepared,	George B. Ford
Springfield, Mass.,	Studies just begun,	George B. Ford
Toledo, O.,	Commission at work,	
Tarrytown, N. J.,	Ordinance prepared,	George B. Ford
Troy, N. Y.,	Studies just begun,	George B. Ford
Wichita, Kan.,	Plans nearly ready,	Harland Bartholomew
Wilmette, Ill.,	Ordinance prepared,	
Winnetka, Ill.,	Ordinance prepared,	Harland Bartholomew

## ZONING PUT TO POPULAR VOTE.

The people of Berkeley, Cal., have recently, through popular vote, ratified the Berkeley Zoning Ordinance prepared by the Berkeley City Planning and Civic Art Commission with the benefit of the guidance and advice of Charles H. Cheney as technical expert. The Zoning ordinance which divides the city of Berkeley



into seven classes of Use Districts was adopted originally by the City Council early in 1920 and has been going through a trial period.

## BENNETT TO ZONE CHICAGO.

The city authorities in Chicago have recently voted the appointment of Edward H. Bennett, the distinguished City Planner of Chicago, as Technical Consultant in the work of Zoning that city. For a number of years—ever since his first association with the late D. H. Burnham in creating the Chicago Plan, Mr. Bennett has been the active technical man working on Chicago's development. Under the terms of the contract with him he is required to complete his report within 18 months.

## GOLD MEDAL FOR GEORGE FORD.

A proper recognition of the public-spirited and splendid services rendered by George B. Ford of the Technical Consultants, 132 Nassau Street, New York City, in the work that he did in aiding the reconstruction of France, was recently had in the awarding to him of a gold medal by the International Planning Exhibition at Ghent, Belgium, for his plans for the reconstruction of the city of Rheims.

## LESLIE ALLEN'S NEW WORK.

Leslie H. Allen, whose writings on the housing problem are known to all members of the National Housing Association, for 12 years with the Aberthaw Construction Company of Boston and recently with Fred T. Ley & Company, contractors of Springfield, Mass., has recently joined the staff of the Portland Cement Association, 111 West Washington Street, Chicago, as Assistant Manager of the Cement Products Bureau.

## POPULARIZING ZONING.

The most effective presentation yet disclosed of the issues involved in Zoning, from the point of view of an effective appeal to

the public, is to be found in a document recently issued by the Cleveland City Plan Commission, in a very attractive printed pamphlet of 24 pages, entitled "The Cleveland Zone Plan." The fundamental advantages that accrue in Zoning are strikingly set forth in photograph and diagram. Copies of these in poster form in different sizes can be obtained for a nominal price from the Cleveland City Plan Commission.

These posters include a diagram showing a city of homes contrasted with a city of tenements; the grouping of stores on one or two blocks in a residence district instead of scattering them as at present; the reason for the building line; the grouping of civic buildings in a civic center instead of in scattered locations; the disadvantages of high buildings, along with most effective Zoning maps and newspaper cartoons. Every student of the Zoning problem should immediately obtain a copy of this important document.

## PITTSBURGH'S ZONING ORDINANCE.

The proposed Zoning ordinance for the city of Pittsburgh has recently been made public. Under its provisions the city is divided into 5 Use Districts known as Heavy Industrial, Light Industrial, Commercial, "A" Residence and "B" Residence (the latter limited to one and two-family residences, churches and schools). Height Districts are established as follows: two and one-half story districts; three-story districts; six-story; eight-story and ten-story districts. The city is also divided into 5 zones with relation to limitation of area. In each of these the depth and width of yards and the percentage of lot which may be occupied by buildings is definitely specified.

## STATE SUBSIDY FOR FARM HOMES.

The people of Kansas were asked last fall to vote on a constitutional amendment by which the legislature would be enabled to create and maintain a revolving fund out of which to advance, at low rates of interest and on long time payments to worthy farmers, money with which to buy farms to be lived on and operated by the purchaser, the state retaining title to the land until it was paid for. This referendum vote

showed 223,499 persons voting in favor of the amendment and 201,559 voting against it, or a majority for the amendment of 21,940.

## ROOMING HOUSE PROBLEMS.

An interesting conference of those interested in the problems that relate to Rooming Houses is to be held in the fall in New York City under the auspices of the Association to Promote Proper Housing For Girls, of which Miss Cornelia E. Marshall is the President. The tentative program as developed by Mrs. Henry Moskowitz, as Chairman of the Conference Committee, includes the discussion of such topics as The Relation of Room Registries to Housing Standards; Co-operative Forms of Purchasing; Standardized Systems of Accounting and the Formation of Credit Unions, both for landladies and for girls.

It is planned to have luncheon and dinner sessions in the form of Round Table discussions on special topics, and one evening is to be set aside for a conference with the girls who live in rooming houses so that the persons most directly affected by the conditions can present their point of view.

## STANDARDS FOR TILE WORK.

Tiles with their decorative possibilities, their cleanliness, durability and the wide variety of shapes, sizes and color regularly available are becoming more and more an important factor in building construction and housing betterment. Their uses are many—from the ornamental features of a building to the simplest sanitary requirements which they can meet with every assurance of long-run economy and ease in upkeep.

Architects, engineers and constructionists have become conscious of the growing demand for this labor-saving, attractive, sanitary surfacing material, and realize that specifications and houses are not complete which do not provide for tiles wherever they may be advantageously used, as in vestibule floors and wainscots, fireplaces, bath-rooms, kitchens, and other places, not overlooking their fire preventive as well as sani-

tary qualities when properly installed back of and surrounding ranges and stoves.

And architects and owners are further recognizing the importance of utilizing established standards for tiles wherever possible. This avoids waste of time, material and cost of special manufacture. The first completely assembled data on this subject can be seen in Publication K-200, "Basic Information on Tiles," compiled by the Associated Tile Manufacturers, Beaver Falls, Pa., in co-operation with D. Knickerbacker Boyd, Consulting Architect.

This publication, the first of a series, is for the purpose of acquainting designers and users of tile work with the characteristics, sizes, shapes, colors and methods of production of tiles. It tells the story and it tells it simply. In it can be found plates of drawings shown graphically, and to scale, and giving the relative proportions of tiles, classified according to kinds that are regularly made and commercially available.

## EFFECTIVE CITY PLANNING PRESENTATION.

An object lesson in "getting across" City Planning ideas which all city planners might well take to heart is found in the methods adopted by the Citizens Committee on City Planning of Pittsburgh, of which Mr. Frederick Bigger is Executive Secretary and Mr. Harland Bartholomew the Consultant. In the bulletin issued by this association entitled "Progress," issue of June, 1921, in connection with the discussion of Pittsburgh's Major Street Plan, a photograph of Grant Street is shown and on it are drawn in heavy white lines the relocation and extension of the street. If more city planning projects were presented in this effective and practical manner, many more would be adopted.

## LACK OF MONEY THE CHIEF FACTOR IN PHILADELPHIA'S HOUSE SHORTAGE.

Only 479 vacancies were found among 70,832 houses in 14 industrial districts in Philadelphia in a canvass made not



long ago by the Philadelphia Housing Association. Of these, only 83 houses were available for rent and in a sanitary and structural condition fit for occupancy at a rental of \$50 a month or less, or approximately 450 similar vacancies throughout the entire city; in 1914 there were about 17,500 vacancies.

Philadelphia's annual population growth is 30,000. Hence that city is now wrestling with a housing shortage which is stimulating widespread conversion of dwellings into small tenements, housing from 3 to 5 and 6 families in buildings that formerly held but one. This trend has been confirmed by newspaper advertisements of houses for rent. In 1914 for every 6 houses advertised for rent, there were 5 apartments advertised. Today, for every 6 houses advertised for rent, there are 26 apartments advertised.

Carrying the investigation further, the Association found that during the first six months of 1921, fewer dwellings were under construction-permit than in any similar period for the previous decade. For the first six months, which are the heavy building-permits months, Philadelphia made provision for only 13% of the normal annual population increase and less than one-eighth of its normal dwelling construction. With the possible exception of Boston, it is the farthest behind in its new dwelling program of any American city having over 50,000 population.

Continuing the investigation to ascertain the cause for such a slack record, it was found that while labor rates in the building trades were lower than in most large cities, except Boston and Detroit, and lower than the average of all the large cities, yet the material rates were higher than any other city studied except Boston. Yet, in evaluating the influence of both building material and labor costs, every other city of the big cities studied, except Boston and Detroit, have higher totals.

With Philadelphia having more favorable price rates than other cities, the Housing Association felt the cause for the dwelling construction shortage lay elsewhere. The investigation was accordingly extended to the cost of financing. Operative builders, while feeling that wages and materials were still too high to permit of a low-priced dwelling, yet felt that the shortage in building was due to the high rates charged for money, the depletion of the mortgage market, and

the unwillingness of financial interests to loan funds for building purposes.

Again the Association found that, as compared with 1914, the banks and trust companies with increased resources were loaning 1.2% less of their resources than at the earlier date, or the equivalent loss of eleven and a half million dollars. At prices prevalent for workingmen's homes today, this meant a shortage of mortgage-money for approximately 6,000 dwellings—a total which corresponds with the actual shortage in dwellings under construction as compared with the population-increment needs. It became apparent, therefore, that with the lessening of investment-money for building operations and for financing sales by the placement of mortgages, a vast improvement in the construction program will take place.

The Association is assisting the development of this program and already has seen an increase since the first of July in buildings under permit greater than for similar months last year, and larger than for months prior to July 1st, which are the heaviest months for the issuance of building permits.

BERNARD J. NEWMAN,  
Managing Director,  
Philadelphia Housing Association.

## JUBILEE HEALTH MEETING.

The American Public Health Association is to hold a "Jubilee" meeting celebrating its fiftieth anniversary in November. The meeting is to be held in New York City, and from November 8th to 19th there will be such a discussion of public health questions as perhaps no city has ever before experienced.

During this fortnight a Health Institute will be held from November 8th to 11th; a Health Exposition from November 14th to 19th, and an Annual Conference or the Fiftieth Annual Meeting of the American Public Health Association from November 14th to 19th. Representatives from virtually every state in the union and from many foreign countries will participate in the extensive program that is being elaborated.

The Public Health Exposition which is to be conducted under the joint auspices of the New York City Health Department and the American Public Health Association will be both a commercial and a scientific exposition. It will be held in the Grand Central Palace Building and will occupy at least two entire floors.

In connection with this Jubilee Meeting, a Jubilee Historical Volume entitled "Fifty Years of Public Health" is to be published and will be ready for distribution at that time. Students of housing will be interested in the chapter in this volume on "Housing as a Factor in Health Progress in the Past 50 Years," written by Mr. Lawrence Veiller. Further information regarding this volume and all details of the Jubilee Meeting may be obtained from the American Public Health Association, 370 Seventh Avenue, New York City.

## PLANS OF BRICK HOUSES.

The American Face Brick Association, of 110 South Dearborn Street, Chicago, has recently published an attractive pamphlet of 24 pages of small house plans for brick bungalows.

## CONCRETE BRICK UNDER TEST.

It is reported that as a result of elaborate tests carried on at Columbia University in New York at the Testing Laboratories of the Department of Civil Engineering, that building codes throughout the country will have to be radically revised and that concrete bricks as thus tested show a superiority over the ordinary clay bricks now in use. The results of the investigations now being carried on will be published in the near future. In a preliminary statement made public recently it is pointed out that: "At present the cement and concrete brick industry is handicapped to a material extent by the lack of provisions in the building codes for this new material, but before the necessary provisions in such codes can be made reliable and conclusive test data must be available. The tests now being made will furnish the necessary data."

## HOUSING PROGRESS IN CINCINNATI.

Mr. Marquette presents in his report on "Housing Progress in Cincinnati" a story of what can be accomplished in a large city in one year for better housing with a budget of approximately \$15,000.

The report describes a survey made by the Better Housing League of living conditions among the tenement population. Care was exercised in the selection of the districts for study so as to include other than the worst tenements, thus assuring a fair cross section of the total tenement population. In all, 1,706 houses were visited and 5,993 apartments were found averaging less than 3 rooms to an apartment. In these apartments 24% of the families were overcrowded. The maximum occupancy in one apartment of two rooms was 17 persons. About 10% of the rooms were dark and 1.7% were windowless. It was expected the number of baths would be small—80 in all; but that 70% of the toilets were outdoors, of which 40% were either school-sinks or privies, indicates that Cincinnati has yet far to go before it has done justice to its tenement house population.

The housing shortage has been felt in Cincinnati. The League, in co-operation with the local Chamber of Commerce and the Cincinnati manufacturers, endeavored to stimulate new dwelling construction. Their efforts failed, however, because building costs were too high and the parties to the endeavor deemed it unwise to try to finance on a falling market. Cincinnati, according to the report, has experienced little rent profiteering, there being "only sporadic cases of extortionate rentals," and this despite the fact that the city housing authorities were "compelled to allow families to live in houses unfit for habitation because there is no place else to put them."

The Better Housing League makes a definite contribution to housing betterment work through its demonstration of the practicability of the visiting housekeeper as an aid in instructing and assisting tenants to secure and to maintain satisfactory homes. Four visiting housekeepers assisted 4,229 families to a better standard of home keeping, besides helping to obtain the renovation of 58 houses, the vacation of 33, the



installation of 861 conveniences and the making of 782 repairs. Good pioneer work was done in the schools through the continuation of the class lessons in "Home, Health and Happiness" and essay contests on "What I Have Done to Improve My Home and Neighborhood."

The other phases of the League's work, such as assistance to the city housing authorities in sustaining housing laws in court contests, and in shaping new legislation, are also described in the report, while the importance for Cincinnati of a Zoning program is stressed as work for the future.

BERNARD J. NEWMAN,  
Managing Director,  
Philadelphia Housing Association.

## GOOD HOUSES GO BEGGING IN ST. LOUIS.

A year and a half ago the Homes and Housing Association was formed to meet the great demand for homes. At that time, \$1,035,000 had been subscribed towards a fund to be used for the purpose of erecting homes and selling them to wage earners and salaried people for a small amount of cash and easy monthly payments. The Association got its building program under way early last April and since that time, has built 127 houses in various portions of St. Louis and St. Louis County. These homes have been 4, 5 and 6 rooms, one and two-story single-family dwellings, some of them being designed for the workingman but more of them for salaried people. The experience of the Association has been that the demand for these homes has been greatest among the salaried people, and more particularly, among such people as accountants, office assistants, superintendents, physicians, etc. This class did not enjoy increased salaries in proportion to the increase extended to the laboring classes during the war period and consequently have suffered from high rents and lack of sufficient income more, perhaps, than any other class of people.

Realizing the importance of this group in industry, the Housing Association has built more houses for them; and it was to them that the greatest number of our houses have

X been sold. An interesting feature has been that the more expensive houses erected by the Housing Association have been the easiest to sell. These houses have ranged in cost from \$7,500 to \$9,000 and have been 5 and 6 rooms, one and two-story buildings. All of this type of homes have been sold, whereas the homes erected for the mechanics and higher classes of workingmen have been the slowest ones to go. An interesting side-light on the intensity of business, may be reflected from the sales of the Housing Association during the period of the "Own Your Own Home Exposition." It was during this period that public opinion was being moulded towards home ownership. During this week the Association sold 12 homes, or an average of two houses a day. In the second week after this "Own Your Own Home Exposition," the Board of Aldermen started their investigation on high rents and considered certain complaints against real estate owners in the city. Following this, the Attorney-General of the state, started his investigation into prices of building materials. It is rather interesting to note that during the period while this investigation was under way, there were no sales made by the Housing Association. In other words—while people are thinking about owning homes, the activities in the real estate market are high, but during a period of criticism, the thought of home ownership was nil.

The Association sold homes for a very small amount in cash, these amounts running from \$200 up, and then arranged for monthly payments over 10, 12 or 15 years, which payments seldom amounted to as much as was being charged in monthly rental for houses of similar design and value. The work of constructing these homes was all let by the Association to sub-contractors and these contracts always called for from 5 to 25 houses in a group. In this manner, a great saving was effected over the cost of an individual house and the purchaser received the benefit of this saving. One other feature in connection with the housing program was the life insurance policy the Home and Housing Association carried on the life of all of its purchasers. The premium of this policy was included in the purchase price of a home and the Association now has policies on most of its purchasers, which provide that should the purchaser die

or become totally disabled, that the indebtedness becomes paid up by the life insurance company and the house becomes the property of the estate of the purchaser.

Notwithstanding all of these advantages, the Housing Association has sold but 106 out of the 127 homes that it has erected. This would indicate an apathy on the part of the buying public. I am sure that most of our people prefer to live in apartments or flats, where they can call upon their landlord for every little repair that is necessary, and where they do not have to worry about getting up on a winter morning and clearing the snow off of their sidewalks or fixing their furnace fires, to assuming the cheaper and more responsible way of living, namely, owning their own home and having pride in home ownership. The authorities of the Home and Housing Association, while they have no definite figures to substantiate their claim, believe that less than 30% of the people of St. Louis own their own homes. This means that probably 70% of our people have no definite or permanent anchorage but are content to move from one place to another when their rents are increased or when they do not get from their landlord all that they think he ought to do for them.

The Housing Association has adopted at the present time a plan to hold its funds intact and to provide for the administering of these funds under the supervision of the Mercantile Trust Company. It may be possible that some time in the future, wages of building mechanics and prices of materials will come down so that homes may be erected at a reasonable cost and sold to a buying public, who will feel that the homes are priced correctly; at that time, there will be a larger increase in home ownership than is apparent today. The prices of labor and material must come down before there can be any general resumption of residential building activities in St. Louis. In the meantime, the Mercantile Trust Company has taken over this work and will have for sale the remaining houses.

NELSON CUNLIFF,  
Secretary-Manager, Home & Housing  
Association of St. Louis.

## TESTING KNOWLEDGE OF HOUSING INSPECTORS.

An interesting civil service examination for the position of Supervising Inspector of housing in the Philadelphia Department of Health, salary \$3,750, was held in Philadelphia last summer. Among the questions asked at this examination were the following:

"Outline a program for arousing public sentiment in support of the housing section.

"Discuss the effect of a zoning system upon housing conditions.

"Outline a set of instructions for the guidance of zone field inspectors.

"Discuss the relations of bad housing to disease and illustrate by specific examples.

"In what respect can a statistician be of service in the constructive work of the housing section?"

## PENNSYLVANIA'S NEW LAWS.

Four measures were enacted at the 1921 session of the Pennsylvania legislature which have special interest for City Planners.

One of these authorizes the creation of Boards of Appeals to review decisions of city planning officials and provides that changes in zoning regulations can only be adopted after 20 days' public notice, and only when adopted by a three-quarters' vote of the Council. Another measure seeks to provide for greater continuity of policy in City Planning Commissions by providing for terms of different length for different members of such commissions, thus insuring always the holding over of certain members in office instead of having the terms of members expire simultaneously.

The establishment of "set-back" lines on streets which are to be widened or otherwise changed is provided for in a third measure, while a fourth act grants to all Pennsylvania cities authority to acquire, either through purchase or condemnation, land for playgrounds, gymnasiums, swimming pools, recreation centers, comfort stations and fountains.



## COURSE ON CITY PLANNING.

Columbia University has recently established a course in City Planning and Civic Arts as part of its university extension program. The instructor for the course is Mr. George Herbert Gray, Architect, of New Haven, formerly of Louisville, a member of the American Institute of Architects.

The plan is announced as follows:

"Special courses of lectures and drafting, dealing with the problem of the small house, the medium-sized house, the two-family house, the apartment house and others will be open to all those who are seeking accurate information about the design, construction and equipment of these buildings. In giving these courses the school feels that it is opening its equipment for a broader public service at a time when the need is at its peak.

"Other courses intimately connected with domestic architecture will be given, such as architectural drafting and architectural model making, in which the student will be trained to express himself with drawing and the making of three dimensional models."

## DANGERS OF OVERCROWDING.

Dr. Max C. Starkloff, the efficient and vigilant Health Commissioner of St. Louis, in his Annual Report points out the dangers of the present housing shortage. He says:

"There is one vital influence which may, in time, if some relief is not had, affect the health of the city and one over which, unfortunately, this division has no control. The housing conditions have reached an acute stage in cities throughout the country, and this is equally true of St. Louis. Rents have been increased in many instances to a point almost prohibitive, forcing people to live in smaller quarters, in some instances families moving into houses already occupied.

"People are being compelled to live in houses that are not satisfactory from a sanitary standpoint, because of this overcrowding. It is hoped that this situation will be relieved by the building of homes, especially of the

smaller family types, before conditions become a serious menace to the community from the health standpoint."

## CINCINNATI'S TENEMENT SURVEY.

The Cincinnati Better Housing League has recently completed a tenement house survey which gives a more accurate picture of the city's problem than has ever before been available.

The number of houses surveyed was 1,706, in which there were 5,993 flats containing 14,522 rooms. Four different sections of the tenement district were chosen in order that a true picture might be presented. Most of the houses were not in the worst, but in the better tenement districts.

### TOILET CONDITIONS.

The survey disclosed that 70% of the toilets for the 1,706 houses were located out of doors. This confirms the estimate presented in the first report, namely, that more than two-thirds of all toilets provided for our tenement houses are out of doors. Of this 70%, 37% are the objectionable catchbasin toilets (sewer connected privies) and 7% privies.

Twenty-six per cent are of the so-called anti-freeze flush toilets. Some houses have more than one type of toilet. Out-of-door toilets are objectionable not only because of the discomfort, inconvenience, moral and physical danger to tenants, but they are doubly difficult to keep in a decent state of repair and cleanliness. This is strikingly proved by the facts that while 23% of the yard toilets covered by the survey were in bad repair, only 3% of the inside toilets were in bad repair; and that while 26% of the yard toilets were filthy, but 1% of the inside toilets were unclean. 63% of the toilets had to be used in common by two families or more. Of this 63%, 33% were used by two families, 30% by 3 families and 10% by from 4 to 9 families. The toilet evil is by far the most extensive and the most serious problem in Cincinnati's tenements.

### WATER SUPPLY.

The situation with regard to sinks and water supply was found to be better than was expected. Seventy-six per cent

of the sinks were within the apartments, 25% in the halls and 6% were yard hydrants. A number of houses had sinks in all three locations. On the other hand the number of bathtubs was astonishingly small—only 80 bathtubs being found in the 1,706 houses.

### DARK ROOMS.

Of the 14,522 rooms inspected, 246 or 1.7% were windowless; 1,503 or 10% were dark; 538 or 3.7% were damp.

### ROOM OVERCROWDING.

The tenement code requires that there shall be at least 400 cubic feet of air per adult and 200 cubic feet of air per child in tenement rooms. In 216 cases, or 3.8%, families were found to be living so crowded together that there was less than the amount of air space required by law.

This legal standard for overcrowding is, however, entirely inadequate to provide proper protection to health and morals. For instance, cases were found where 3 adults and 6 children occupied a single sleeping room and yet this was not a violation of the law. Sanitarians and housing specialists are agreed that a safe standard would not permit more than an average of 2 persons per sleeping room. According to this standard 1,459 or 24% of the families were overcrowded.

Fifty per cent, or one-half of all the apartments inspected consisted of only 2 rooms. These two-room apartments housed anywhere from 1 to 17 persons. This represents conditions two years ago. Today increasing rentals and the shortage of houses has resulted in the doubling up of families and the taking in of boarders to a point that has made the problem of overcrowding a more serious menace to both health and morals than before.

### FIRE HAZARD.

Six hundred and two tenements, or 30% of those inspected, were 3 stories or more in height occupied by from 3 to 8 families, and yet had only one means of egress. The constant menace to tenants in this type of tenement was emphasized in

the League's first report and it was stated that it is a little short of providential that so few lives have been lost in fires in these buildings. In January of this year a fire occurred in a three story tenement house in Yeatman Street. There was but one means of egress and as a result 5 persons were injured in getting out of the building.

### OWNERSHIP AND MANAGEMENT.

The absentee owner is the greatest offender in neglecting to keep his tenements in good repair. Thirty-four per cent of the tenement houses owned by out-of-town owners were in bad repair; 21% of those owned by non-occupant owners living in the city were in bad repair, while only 8% of the houses belonging to occupant owners showed neglect.

### UNDESIRABLE ROOMS VACANT.

At the time the survey was made 10% of the rooms were vacant and almost all of the vacancies were in the least desirable apartments, *i. e.*, those containing damp or dark rooms on the first floor or the basement floor, and apartments on the fourth or fifth floors. This shows that tenants are rapidly learning to distinguish between good and bad housing and that whenever possible the majority of them will avoid undesirable housing conditions.

Since the survey was made the vacancy situation has been completely changed. Practically all of these vacancies have been eliminated because the shortage of houses has forced tenement families to take what they can get regardless of the condition of the rooms.

### LESSONS FROM THE SURVEY.

The facts brought out by the survey show that notwithstanding the progress that has been made, the problem of making living conditions safe for tenement dwellers in Cincinnati is enormous and will tax the combined efforts of the community for years to come.

BLEECKER MARQUETTE,  
Secretary,  
Cincinnati Better Housing League.



## THE BUILDING SITUATION.

The U. S. Department of Commerce through its Civic Development Department has recently issued a pamphlet entitled "The Building Situation," setting forth the results of a definite effort to ascertain from the public authorities throughout the country the volume and character of the building construction work of the country during the year 1920.

The pamphlet points out the lack of knowledge which most cities have with regard to such facts and urges the desirability of all cities keeping more accurate and detailed records in future. A questionnaire was sent out to 218 selected cities. Only 131 cities made definite reports.

The figures obtained through this inquiry disclosed the fact that in the year 1920, 70% of the residential construction provided for was in one-family dwellings; 11% in two-family dwellings and 19% in multiple dwellings.

The returns show that there was more house building in proportion to population in the smaller cities than in the larger communities, there being provided one dwelling unit for every 258 inhabitants in cities of from 25,000 to 100,000 population, whereas one dwelling unit was provided for only 591 inhabitants in cities of over a million population, and the average for all the cities listed was one dwelling unit for every 350 inhabitants.

Of the estimated amount spent on new buildings in 1920, viz., \$1,043,000,000 in the cities reporting, over 36% was devoted to dwellings of various kinds; 16.8% was for factories and workshops; 13.3% for stores and mercantile buildings; 8.2% for office buildings and the same proportion for garages; while schools, hospitals and charitable buildings combined comprised but 5.4%.

The report states that if the rate of building in the cities having a population of 25,000 or over throughout the United States remains the same for those cities which did not render reports, it is estimated that the total number of buildings contemplated to be constructed in the year 1920 in all the cities was 195,000 at an estimated cost of \$1,280,000,000, with residential accommodations amounting to 114,019.

## CO-PARTNERSHIP HOUSING IN MILWAUKEE.

The proper house of wage earners has been recognized in Europe as a problem for statesmen for a period of over 50 years and has therefore received governmental consideration for almost that length of time. Municipal housing and semi-philanthropic enterprises have met with some success and much failure. Many experiments have been made and out of the large experience, there developed in England about 20 years ago the co-partnership housing scheme. Between fifty and sixty co-partnership housing enterprises are now successfully operating in England.

Co-partnership housing aims to bring to the business of living that elimination of waste which is essential to the conduct of business for profit. It aims to provide homes at the lowest price possible, not only to the first occupants of the house but to every succeeding occupant. The houses being the property of the company, in which each tenant is a stock holder, cannot be sold individually so that the value of the premises will not increase through the so-called unearned increment of land values. The tenant must subscribe to common stock in amount equal to the value of the premises he proposes to occupy and year by year pay for a certain portion of it. He is an owner in the entire enterprise to the extent of his investment but does not acquire title to the premises he occupies. He cannot sell his house, because he bought stock and did not buy the house; but he can sell his stock. He therefore enjoys all the privileges of ownership but does not carry the risks of individual ownership. Were he to acquire title to the property in which he is interested he would in time be tempted to sell when the value of the land has considerably appreciated. The next owner would to that extent be exploited and his cost of living would be proportionately increased.

The impossibility of making profit out of homes through sales is the fundamental consideration in co-partnership housing.

The objectives of co-partnership housing schemes are:

1. ELIMINATION OF SPECULATIVE LAND VALUES. A letter written by the Realty Development Corporation of Detroit,

Michigan, and dated June 7th, 1921 inviting investment in property in a new steel corporation city states that a certain piece of property in Gary was first offered at \$300 and refused. A few months later it was again offered at \$800 and refused. Just a year later it brought \$14,000. Today it is conservatively estimated at \$65,000.

While this is an exaggerated illustration of the unearned increment of land value or speculative land value, a similar upward tendency of values obtains everywhere. Co-partnership housing aims to keep the value of the land at the low level at which it was acquired.

2. REDUCED COST THROUGH WHOLESALE OPERATION. It is estimated that when 50 or more houses are built at one time, a saving of 15 to 25% is possible in the cost of each house.

3. MAKING THE WAGE EARNER'S INVESTMENT IN HIS HOME MORE LIQUID than is possible through financing schemes now open to him and removing the nightmare of foreclosure of a mortgage. This does not mean that he may terminate his contractual obligations with a co-partnership company without sufficient and satisfactory reasons, but if it is to his advantage to withdraw his interest and participation in the scheme, his savings will not be lost to him. His paid up stock is bought either by the company or by a succeeding tenant.

4. THE EMPLOYMENT OF SKILLED ARCHITECTS AND LANDSCAPE ARCHITECTS, so that beauty, economy and health in the house and outside of it may be assured at an inappreciable cost to each occupant.

A group of citizens in the city of Milwaukee have recently taken steps to establish a genuine co-partnership housing scheme in that city. Two years ago this group urged upon the state legislature the enactment of a law which would permit cities and counties to purchase preferred stock in co-partnership housing companies, and later, due to the pressure of the housing shortage the Common Council of the city of Milwaukee and the appropriate authorities of the County of Milwaukee each voted to purchase \$50,000 worth of preferred stock in the company which had been organized for this pur-

pose. While at first meeting the opposition of real estate interests and of some of the business men in Milwaukee, the Board of Directors of the Association of Commerce last June passed a resolution approving the co-partnership plan and declaring the enterprise a worthy civic movement.

Our plans contemplate the purchase of about 20 acres of land, costing not much more than \$1,000 per acre. It is possible to lay streets and cinder side-walks for about \$1,000 per acre. If improvements of a better nature are desired, the cost of improvements may run to \$2,000 or \$3,000 per acre. The amount of money invested in the land will, therefore, be about \$40,000 to \$45,000.

It is proposed to erect not more than 7 houses per acre. This would provide space for 50 houses, one acre set aside for churches and clubs, one acre set aside for store buildings and 10 acres set aside for extension. Fifty houses costing about \$3,200 each will require \$160,000 making a total expenditure of \$200,000.

It is desirable to purchase the additional 10 acres for extension so as to safeguard the future tenants against a quick rise in land values. This additional 10 acres should be bought from funds received from the sale of preferred stock and the accumulated interest compounded must be added to the cost of the land when it is turned over to the common stockholders.

If sufficient funds are obtainable, it might be wise to purchase land for business purposes. This is commonly done in England where such land is rented on long-term leases to manufacturers with the rental adjusted every five years. The profits so made are expended for the general good of the company or the tenants, either by being added to the sinking fund or by street improvements or building of a community club house or playgrounds, or dividends may be paid to common stockholders.

The occupants of the houses are shareholders in the company and therefore part owners of the entire enterprise. They do not own the houses in which they live for they are purchasing stock in the company and not purchasing houses. They cannot sell their houses but they can sell their stock.

When all stock has been paid for and if the premises are not



annexed to the city, whereby the tax will be double, the tenant will pay only \$200 per year of which \$20 will be remitted if he takes proper care of his premises; and should he be forced to leave the premises, he can sell his stock at par less a fair depreciation charge. Even should the repair charge be doubled his monthly payment would be \$20.

The advantages are therefore obvious. His rental is as low as it is possible to make it. He is a part owner in the enterprise, he participates in any profits that accrue through the unearned increment of values. His rental becomes less every year and as he becomes older and his earning power is reduced, his rental is almost nominal. He will enjoy living in wholesome quarters in a beautiful location and will never be haunted by a fear of foreclosure.

WILLIAM H. SCHUCHARDT,  
Milwaukee.

## TO OUR MEMBERS

The Proceedings of the Annual National Housing Conference held last December, comprising a clothbound book of 370 pages entitled "Housing Problems in America," Volume 8, were sent to all of our members on February 16th, 1921, by parcel post insured. Although return receipts were requested from the post office authorities, few have been received.

Will any member of the National Housing Association who failed to receive this volume kindly notify the office to that effect?

## RECENT BOOKS AND REPORTS ON HOUSING AND TOWN-PLANNING\*

Prepared by F. W. Jenkins

Librarian, Russell Sage Foundation

### BOOKS, REPORTS AND PAMPHLETS.

#### AUSTRALIA.

Constitution of the South Australian Town Planning and Housing Association. 4p. Secretary, 27 Alexandra Chambers, Grenfell St., Adelaide, S. A.

Towns and Industry, by Ebenezer Howard, Jr. Reprinted from Science and Industry, June, 1919. Commonwealth Institute of Science and Industry, Danks Bldgs., 391 Bourke St., Melbourne.

Light Journal of Town Planning and Housing, v. 1, no. 1, June, 1920. The Editors, Alexandra Chambers, Grenfell St., Adelaide, S. A. Subscription 2/6 per year.

Municipal Town Planning Schemes; a discussion by C. C. Reade. 8p. Adelaide. The South Australian town planning and housing assn. 1919.

Planning and Development of Town and Cities in South Australia; report by C. C. Reade, the Government town planner, with reference to the provisions of the Town planning and development bill. 1919. 48p. illus. Adelaide, Govt.

Report and Recommendations of the Joint Committee on the Town Planning and Development Bill, Submitted to and Adopted by the Conference at the Adelaide Town Hall, December 17, 1919. 8p. Adelaide, S. A.

Town Planning and Development Act, 1920. (Act no. 1452.) Relating to the planning and development of land for urban, suburban, or rural purposes, and to make further provision for regulating the use of such land for building, and for other purposes. Assented to December 9, 1920. Adelaide, S. A., Govt., 1920.

#### BOSTON.

Building Situation in Boston. Report of the Chamber of Commerce Special Committee. 14p. Supplement to Current Affairs, April 4, 1921. Boston, Chamber of Commerce, April, 1921.

#### BUFFALO.

Second Annual Report of the City Planning Committee of the Council, for Year Ending December 31, 1920. 19p. illus. Maps. Buffalo, The Committee, 1920.

\*This includes those received since May, 1920.

## CALIFORNIA.

California's Housing Shortage and the Outlook for its Relief. 13p. Immigration and Housing, Commission on. Sacramento, the Commission, 1920. (Bulletin. v. 1, no. 2, November, 1920)

Immigration and Housing, Commission on. Annual report, January, 1921. 28p. Sacramento, The State, 1921.

Report of the State Land Settlement Board, Covering its Operations from June 30, 1918 to June 30, 1920. 79p. illus. Sacramento, The State, 1921.

How California is Helping People Own Farms and Rural Homes, by Elwood Mead. 28p. illus. University of California. College of agriculture. Berkeley, Cal. The Univ., 1920. (Cir. 221)

## CAMBRIDGE.

Annual Reports of the Planning Board to the City Council for the Years 1918, 1919, 1920. 44p. illus. map. Cambridge, The Board, 1921.

Zoning for Cambridge; report of the planning board prepared under the direction of Arthur C. Comey. 14p. plans. map. Cambridge, The Board, 1920.

## CANADA.

Municipal and Real Estate Finance in Canada, by Thomas Adams. Town planning advisor to the commission of conservation. 15p. Ottawa, Govt. 1921.

## CINCINNATI.

(A) Tenement House Survey in Cincinnati. Report of the Cincinnati better housing league, March, 1921. 21p. illus. Cincinnati, Woman's City Club, 1921. (Bulletin, vol. 6, no. 6)

## CHICAGO.

Ten Years' Work in the Chicago Plan Commission. 63p. illus. Chicago. The Commission, 1920.

## CLEVELAND.

Homes for Cleveland Workmen; report by the Chamber of Commerce committee on housing conditions. 8p. Cleveland, The Chamber, 1920.

## DETROIT.

Michigan Excess Condemnation Act. Amending the State constitution. To be submitted to the vote of the people, November, 1920. 7p. Detroit, City Plan Commission, November, 1919.

(A) Building Zone Plan for Detroit. 18p. illus. Detroit, City Plan Commission, November, 1919.

Platting Regulations. The approval of plats and other requirements. 6p. Detroit, City Plan Commission, June, 1921.

Detroit Suburban Planning, by Arthur C. Comey. Based on the preliminary plan for Detroit by Edward H. Bennett. 30p. Detroit, City Plan Commission, May, 1915. (Reprinted May, 1921)

Preliminary Plan of Detroit, by Edward H. Bennett, together with sketch plans for a new bridge to Belle Isle. illus. Detroit, City Plan & Improvement Commission, 1915. (Reprinted April, 1921)

City Tree Planting. By T. Glenn Phillips. The selection, planting and care of trees along city thoroughfares. City plan commission report no. 1, revised. December, 1914. 21p. illus. Detroit, The Commission. (Republished April, 1921)

## DULUTH.

Home Owning Plan of the Morgan Park Company; (a) Installment payment plan for an existing dwelling; (b) Installment payment plan for building a dwelling; (c) Mortgage loan plan. 8p. Duluth, The Company, 1920.

## EAST ORANGE, NEW JERSEY.

Tentative Report of the Commission on Building Districts and Restrictions. November 12, 1920. E. P. Goodrich, Consultant. 46p. map. East Orange, The Commission, 1920.

## EAST ST. LOUIS, ILLINOIS.

Comprehensive City Plan for East St. Louis, Illinois, prepared for the War civics committee by Harland Bartholomew. 63p. illus. plans. East St. Louis, The Committee, 1920.

## ENGLAND.

Professional Women and the Satellite Town (leaflet), by Stella Callaghan. Welwyn Garden City, Ltd. Reprinted from Women's employment, February, 1921.

London's First Satellite Town; an account of the Garden city at Welwyn, with tentative plan. By T. G. Chambers. 4p. Welwyn Garden City, Ltd.

(The) Cottage Window; notes in reference to the use of standard metal windows. 17p. illus. Crittall Manufacturing Company, Ltd. Braintree, Eng. The company, 1919.

Description and Plans of Experimental Houses. Bournville, Hay Green Lane. May, 1920. 17p. illus. Bournville, Eng. Cadbury Bros., Ltd., 1920.

Difficulties in Carrying the Housing Scheme of Local Authorities into Effect. Memorandum prepared for the Inter-allied housing and town planning congress in London, June, 1920. By the National housing and town planning council. 16p. London, The Council, 1920.

Farm Settlements for Ex-service Men. Report of proceedings for the period ended March 1, 1920 prepared by the Ministry of Agriculture



## ENGLAND.

- and Fisheries under the Small holdings colonies acts, 1916 and 1918. 35p. London, Govt., 1920. (Cmd. 1184)
- First Annual Report of the Ministry of Health, 1919-20. Part II. Housing and Town Planning. 56p. London, Govt., 1920 (Cmd. 917)
- Second Annual Report, Ministry of Health, 1920-1921. 214p. Price 2/-. London, Govt., 1921. (Cmd. 1446)
- Garden City House and Domestic Interior Details. Ed. 3. 104p. illus. plans. London, Technical journals, Ltd.
- Houses for Workers. Ed. 2. 135p. illus. plans. London. Technical journals, Ltd.
- Housing Bill, 1921 Ministry of Health. Memorandum (1) On financial resolution; (2) on provisions of the bill involving charges upon the rates. London, Govt., 1921. (Cmd. 1232)
- Housing Bill no. 54, 1921. To amend the law relating to the housing of the people, and for purposes in connection therewith. London, Govt., 1921.
- Memorandum on System of Costing for House Construction; sets forth general principles of the system of costing which it is expected will be used where housing schemes are being carried out under contracts based on actual cost or by direct labor. Housing Department, Ministry of Health. London, Govt., 1920.
- Housing, Town Planning and the Garden city, A short catalogue of books on. 6p. Letchworth, Eng., Garden City Press, 1920.
- (The) Housing and Town Planning Movement in Great Britain, Prior to the War, During the War, and Since the Declaration of the Armistice. Memorandum prepared for the Inter-allied housing and town planning congress in London. National housing and town planning council, June, 1920. 20p. London. The Council, 1920.
- How to Get a House of Your Own; Forms of Government Assistance. Ministry of Health. 15p. illus. London, Govt., 1920.
- Increase of Rent and Mortgage Interest (Restrictions) Act, 1920. Summary of the principal provisions. Ministry of Health. 15p. Price 2d. London, Govt., 1920.
- Increase of Rent and Mortgage Interest (Restrictions) Act, 1920. (10 and 11 Geo. 5. Ch. 17) 24p. Price 4d. England, Govt., 1920.
- Interim Report of the Committee on Smoke and Noxious Vapours Abatement; outlines damage to health, vegetation and buildings. 8p. illus. Ministry of Health. London, Govt., 1920. (Cmd. 755)
- International Garden Cities and Town Planning Association, Report of conference and annual meeting, held at London, February 16, 17 and 18, 1920. 24p. London, The Assn., 1920.
- London, Housing in. Prepared for the Inter-allied housing and town planning congress, by the London County Council. 32p. illus. June.

## ENGLAND.

1920. London, The Council, 1920. Describes the housing work of the London County Council.
- National Federation of Property Owners and Ratepayers. Report of the annual meeting and 43rd conference, January 21, 1921. 44p. 17 Albion St. Hull, Eng., The Federation, 1921.
- Papers and Addresses on Social Questions, by Sir Ralph Neville (deceased). 64p. London, Spottiswoode.
- Particulars of Systems of House Construction Approved up to April, 1920. Special methods of construction and building appliances approved by the Ministry of Health. 41p. illus. London, Govt., 1920.
- Some Town Planning Problems. Paper read at the meeting of the Town planning institute, April 22, 1921, by George L. Pepler, with discussion. 20p. London, The Institute, 1921. (vol. VII, no. 7)
- (The) Preparation and Carrying into Effect of Housing Schemes under the Housing and Town Planning Act of July, 1919. Memorandum submitted to the Inter-allied housing and town planning congress, June, 1920, by the National housing and town planning council. 56p. London, The Council, 1920.
- Public Opinion in Preventive Medicine, by Sir George Newman, Chief medical officer, delivered before the National health society, April 22, 1920. Ministry of health. 31p. London, Govt., 1920.
- (The) Home I Want; including a full explanation of the new Housing and town planning act. Ed. 2. 197p. Richard Reiss. London, Hodder, 1919.
- How England is Meeting the Housing Shortage, by Lawrence Veiller. 108p. National housing association, 1920 (Publications, no. 56, price 50¢) 105 East 22d Street, New York.
- Schedule of Particulars Relating to the Various Housing Schemes now Being Undertaken by H. M. Office of Works on Behalf of Local Authorities in England and Wales; lists housing schemes in progress and schemes in which preliminary negotiations with local authorities are not yet completed. 2p. London, Govt., 1921. (Cmd. 1175)
- Standardization and New Methods of Construction Committee; report on the first year's work of the Committee from April, 1919, to April, 1920. 67p. illus. Ministry of Health. London, Govt., 1920.
- Welwyn Garden City, a New Town of National Importance; prospectus with form of application for shares. 12p. Welwyn Garden City, Ltd., 1920.
- Welwyn Garden City. Pictures of the site of the new town for residence and industry in Hertfordshire. 4p.
- Report on Light Castings, Prepared by a Sectional Committee on Building Materials. Profiteering Acts, 1919 and 1920. 15p. London, Govt., 1921. (Cmd. 1200)

## ENGLAND.

Scale of Weekly Rents, Proposed by Various Local Authorities in Respect to Houses Erected under Assisted Housing Schemes, and Rules Regarding Rents. Ministry of Health. 4p. London, Govt., 1921.

Tenant Regulations. Memorandum relative to the choice of tenants, the fixing of rents and other points arising in regard to the administration of housing schemes by Local authorities under the Government Housing Policy. Prepared for the Inter-allied Housing and Town Planning Congress in London. National Housing and Town Planning Council. June, 1920. 16p. London, The Council, 1920.

Town Planning. Ministry of Health. Circular to county councils, town councils, urban district councils, rural district councils. March 30, 1921. 4p. London, Govt., 1921. (Circular no. 145)

Unhealthy Areas. Interim report of the Committee appointed to consider and advise on the principles to be followed in dealing with unhealthy areas. Ministry of Health. March, 1920. 10p. Price 4d. London, Govt., 1920.

Unhealthy Areas. Second and final report of the Committee. Ministry of Health. April 20, 1921. 24p. Price 4d. London, Govt., 1921.

Town Planning, England. Ministry of Health Town Planning Regulations, 1921. 10p. London, Govt., 1921. (Statutory rules and orders, 1921, no. 373)

Type Plans and Elevations of Houses Designed by the Ministry of Health in Connection with State-Aided Housing Schemes. 34 plates. Price 1s. London, Govt., 1920.

Women and Housing. Labour Saving in the Home. Report of a Conference of Women's Organizations. February 10, 1920. 30p. London, Garden Cities & Town Planning Assn., 1920.

New Town Housing, Ltd. Prospectus. 8p. diag. London, Newham, Cowell and Gripper, Ltd., 1921. A subsidiary society of the New Town Trust, formed as a Public Utility Society to carry out Special Housing at Welwyn Garden City. W. H. Close, Secretary, 14 Bedford Road, London, W. C. 1.

New Town Trust, Ltd. A Brief Account of Pioneer Enterprise in National Reconstruction at Welwyn, England. 8p. London, New Town Council, 1921.

Farming a City's Lands. Enterprise of the Welwyn Agricultural Guild. Leaflet. London, New Town Trust, Ltd., 1921.

An Account of the Ecclesiastical Commissioners' Walworth Estate of Working Class Houses, 1903-1919. 16p. illus.

Birmingham. Housing and Estates Department. Report of Housing Director, Sept. 22, 1919, to Oct. 7, 1920. 42p. illus. Birmingham, Govt., 1920.

## ENGLAND.

- High Cost of Building Working Class Dwellings. Report of the Departmental Committee, Ministry of Health. 68p. Price 1s. London, Govt., 1921. (Cmd. 1447)
- South Wales. Report of the South Wales Regional Survey Committee, Ministry of Health. Sept. 28, 1920. 73p. Price 3s. 6d. London, Govt., 1921.
- Welwyn Garden City. Descriptive Pamphlet. 24p. illus. Herts, Estate Office, Welwyn Garden City, Ltd.
- National Housing and Town Planning Council. Reports and Papers. No. 22, Series B (August, 1921) 16p. London, The Council, 1921.  
I. Present Housing Situation; II. Suggestions as to Action to be Taken; III. Organization of a National Campaign.
- Census of England and Wales, 1921. Preliminary Report. 64p. Price 1s. London, Govt., 1921. (Cmd. 1485)

## EVANSTON, ILLINOIS.

- Zoning Ordinance, Passed by the City of Evanston, Effective January 18, 1920. Harland Bartholomew, Consultant, 13 p. map. Evanston.

## FRANCE.

- Out of the Ruins, by George B. Ford. 263p. illus. N. Y. Century Co., 1919.
- Reconstruction Work on the Western Front.
- La Maison Heureuse, by Georges Benoit-Lévy. 73p. illus. Menton, Cités-Jardins de France, 1921, 4, rue D'Aguesseau, Paris, France.
- La Quinzaine Urbaine. Supplement to La Vie Urbaine, published fortnightly by the Union des Villes et Communes de France, 29, rue de Sevigné, Paris (III). No. 1, January 1, 1921 and succeeding issues. 9p. Paris, Leroux, 1921.
- Contains brief information concerning organization and functioning of municipalities.

## HOLLAND.

- Dutch Housing Legislation. A summary of the Dutch Housing Act, prepared by D. Hudig. June, 1920. 16p. Nederlandsch Instituut voor Volkshuisvesting (The Dutch Housing Institute) Prinsengracht 691, Amsterdam, The Institute, 1920.

## INDIANA.

- High School Discussion League Announcement, 1920-21. Bulletin of the Extension Division, Indiana University. 32p. January, 1921. (vol. 6, no. 5)

## JOLIET, ILLINOIS.

- City Plan of Joliet, by Edward H. Bennett and William E. Parsons. 45p. illus. maps. Joliet, City Plan Commission, 1921.



## KANSAS CITY, KANSAS.

City Planning and City Building for Kansas City, Kansas, presented in Report of Thomas Adams, City Planning Consultant and in Address of A. D. Albert at Annual Meeting of the Chamber of Commerce. 29p. Kansas City, The Chamber, 1920.

## MASSACHUSETTS.

Massachusetts Housing Corporation. Comments by the Press of Boston on Co-operative Housing. 9p. illus. Boston, The Corp. 1921.

Massachusetts Housing Corporation. Prospectus. 9p.

Federation of Planning Boards. The A. B. C. of the Town Plan. 11p. (Bulletin no. 8, April, 1921)

(The) Housing Problem; Papers Presented at the State Conference of the Chamber of Commerce, February 18, 1920. 50p. Boston, The Chamber, 1920.

Industrial Homes and Gardens; Report of the Committee on Industrial Homes and Gardens of the Associated Industries of Massachusetts, October 29, 1920. 26p. 1034 Kimball Bldg. Boston, The Assn., 1920.

Report of the Special Plumbing Board of the State Health Department. 37p. map. Boston, The State, 1920.

Seventh Annual Report of the Massachusetts Homestead Commission for the Year 1919.

Last Report of this Commission—Work has been taken over by the New Dept. of Public Welfare and the Homestead Commission has been abolished.

## MILWAUKEE.

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# Housing Betterment

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## GOVERNMENT HOUSING IN PRACTICE.

That government housing is unsuited to political conditions as they exist in the United States has long been held by thoughtful observers of those conditions. One of the chief arguments against the Government's undertaking to perform functions ordinarily left to private enterprise has been that were the Government to enter this field the difficulties of administration and control of such property would become insuperable.

Those opposed to government housing have held that if the Government became a landlord it would be difficult, if not impossible, for it to rent and operate houses upon an economic basis; that in a short time the tenants would demand that they should pay only such rents as they desire to pay, or as might be within their means, irrespective of the economic considerations involved in the question. It was thought that with our democratic institutions there would be little likelihood of those in public life being able to resist the political pressure that would be soon brought upon them to have the Government administer such property in accordance with the desires of the people living in the government houses.

Such has been the belief of those opposed to government housing.

Those beliefs have recently been put to the test in some of the housing enterprises upon which the Government embarked during the war, with the idea of speeding up the manufacture of munitions and the construction of ships.

With the lowered earning capacity of the worker generally throughout the country, there has been a corresponding decrease in his ability to pay the rents which the government houses have

been obtaining (though these rents have been very much below the economic rent).

As this situation has developed, from all parts of the country where the government housing schemes are located there have come outbursts of opposition on the part of government tenants to continuing the payment of rent upon the previous basis, and in most cases there has been strong newspaper support of this point of view.

Lorain, Ohio, is one of the cases in point. Last October, the Shipping Board, which owns 232 houses there, sent out eviction notices to more than 100 families who were behind in their rents requesting the tenants to either pay the rents that they were in arrears, or vacate—a proper principle of management universally recognized.

Immediately a storm of popular indignation arose. Local public officials, quick to see the political advantage in championing the cause of the “poor working man,” at once took up their case and finally the President of the United States was asked to intervene and shortly thereafter the Shipping Board issued orders cancelling these vacation notices. Members of Congress from the districts affected took an active part in protesting against the cruel and hardhearted action of the Government. A Congressman from one of the districts affected sent the following message to the President:

“A corporation that has been spending \$560,000 a year to maintain the Leviathan lying idle at Hoboken and that has squandered \$3,000,000,000 of the public funds, can hardly plead economy for turning helpless families out of doors at the beginning of winter. I do not believe you will sanction such action, and without appealing to Congress for remedial action I make this personal appeal to you to have this order rescinded.”

Newspapers of nearby cities then proceeded to write up pathetic accounts—“sob” stories as technically known in newspaperdom—of the plight of these poor tenants publishing pictures of the mothers and their children who would be made homeless, if this order of the Government were carried out. We cite a few instances of this kind with regard to conditions at Lorain. One mother of 3 little children is quoted as follows:

The order came to most of us like the news of a death in the family. Since the first of the year my husband has been sick twice. When he worked, it was only 4 days a week and his pay envelope had only \$14 in it then. Is there any wonder we fell behind in our rent? Our grocery bill isn't paid up either and I don't know where we are going to get enough money to pay the gas and electricity bills, which have been due for two months.

The case of another family is stated as follows:

In a like predicament is Mrs. B., wife of a world-war veteran and the mother of 3 little children, 11, 7 and 7 months. "My husband and I came here more than a year ago with the fondest hopes. I was to become a mother of a third child within a short time and with my husband earning \$3.50 a day, I had every reason to believe that we would have the happiest kind of a home. Then came the cut in my husband's wages to \$2.40 a day. The announcement came just before the birth of little William and the anguish I went through cannot be described. Too proud to ask for charity, I first sold my piano, then the talking machine, and lastly the carpets and most of the furniture which we had purchased just before moving up here. Now we have nothing left to sell. Our rent is overdue more than 5 months and I simply cannot pay it. Do you think they will really put us out? I haven't a place to move to and the relatives of my husband and myself are too poor to take care of us."

In the very newspaper article in which the plight of the tenants is thus set forth, it is shown that the average cost to the taxpayers of the country of these houses at Lorain, was \$7,062 per house, and that the rents being charged by the Government at the present time were but \$35 to \$36 for the 5-room houses.

If the houses had been rented on an economic basis at these costs they would have commanded rents of \$60 a month, and yet when the Government charged practically only one-half what it should charge to secure an economic return on its property, even this was regarded as oppressive and tenants refused to pay it.

This is no isolated case. Similar outcries have come from other parts of the country. One of these is from Harriman, Pa.,

near Bristol, where the Shipping Board had a similar colony. With the discontinuance of the ship building work at Bristol, the heating plant upon which some of the dwellings and apartments relied for their heat, ceased to be operated. As the Government found that it would cost considerably more merely to operate the heating plant than would be received in revenue from the apartments, it determined that the proper thing to do was to cease operating the houses in question and the tenants were accordingly notified to vacate after a month's notice. When the order first came an indignation meeting was held in the local school building and a petition was signed not only by those residents directly affected, but also by the shopkeepers and other residents of the community. This petition was placed in the hands of the local Congressman who at once commenced to pull wires at Washington to have the order rescinded.

Probably the most striking instance of this defect inherent in government housing schemes with a democratic form of government is to be found in the situation which has developed in that portion of Philadelphia known as Elmwood. Here, during the war the Government built a number of houses to house the workers in the nearby shipyards at Hog Island. Not long ago the Shipping Board realizing from bitter experience the difficulties inherent in the management of government property of this kind, sold most of the houses at Elmwood to private parties.

One of the houses which were sold was occupied by a tenant named James Vivian, who, when the house was rented to him by the Shipping Board, was employed at the neighboring Hog Island shipyard. In common with all other tenants he signed a lease which included the following clause:

9th. It is further understood and agreed that the term under this lease shall cease and determine immediately upon the termination of the present employment of the lessee as above set forth, and all rent shall then be presently due and payable, anything herein contained to the contrary notwithstanding.

After the house occupied by Vivian was sold to a private individual Vivian continued on for several months, his lease being from month to month, paying the same rent that he had paid for some time, though no longer employed at the Hog Island shipyard.



When, however, the new owner of the property notified Vivian that his rent would be increased from \$31 a month to \$37.50, an increase of \$6.50 a month, he declined to pay it and proceedings were thereupon brought by the present landlord to compel his ejection.

A great hullabaloo was at once raised. Tenants' meetings were organized, petitions circulated and freely signed, counsel appointed and preparations made to resist in the courts the landlord's action in increasing this rent.

The Shipping Board was joined as "Use Plaintiff," though the Shipping Board really had ceased to have an interest in the property through having sold it to a private citizen. In a recent decision of the Superior Court of Pennsylvania the Court clearly holds that the tenant Vivian has no cause of action and that both the Shipping Board and the person to whom the house in question was sold, were acting entirely within their legal rights, and that if the tenant did not care to pay the rent asked for, he was quite free to move away.

From this case there seems to have arisen in Philadelphia a new political party, a newspaper, a tenants' organization and no end of similar developments. One entire issue of a journal known as the Philadelphia-Camden Times issued in the interests of the Workmen's Protective Association of America is practically given up to the Vivian case. It contains in large headlines such startling headings as follows:

"Corrupt and Contented. A Subsidized Press Refuses Recognition to a New Political Party Which Starts With a Hundred Thousand Pledged Voters—The Newspapers of Philadelphia Show the People Why This City Has the Unsavory Reputation It Now Enjoys."

"A Celebrated Case—James Vivian Still Holds the Fort—Efforts of Landlord Combination So Far Fruitless—He Appeals to Supreme Court of Pennsylvania."

"10,000 Homeless by Government's Orders."

But the most striking article is an editorial entitled, "What's His Name?" in which it is insinuated that there is a \$1,000,000 steal in connection with the sale of the Government houses at

Elmwood and that some potent political influence has prevented the disclosure of the facts and protected the criminals."

As put in this article:

"But even Senator Penrose was stopped in his tracks and dared go no further with his proposed investigation.

"Who is the man or power that can stay the hand of the President of the United States, a United States Senator, and every department of the Government?

"Who is he?

"What's his name?"

If this is the kind of thing that the advocates of government housing like, it is evidently the kind of thing they ought to have.

"Thus runs the world away."

It is not surprising that the Government has adopted the policy of selling off as rapidly as possible the houses built by it during the war.

## THE GOVERNMENT URGED TO BUILD HOMES.

A radical but interesting suggestion has been made on behalf of the American Association of University Women over the signature of Mrs. Edith Elmer Wood, the Chairman of its Committee on Housing, that the Nation itself should not merely build the homes which the workers of the country so greatly need in such large numbers, at cost without profit, but even that the Government should take upon its shoulders the complicated task of manufacturing all the building materials which enter into house construction.

In a letter addressed to Secretary Hoover at the time of the opening of the Unemployment Conference, after pointing out the necessity of relieving unemployment, the University Women say:

There is a way in which large-scale, varied and widely distributed employment can be afforded without adding one cent to the taxpayers' burden,—a way which, if adopted, would also solve one of our most vexatious domestic problems and thereby raise the standard of health, happiness, family life and good citizenship among our people.

We are short at least a million and a quarter homes in the United States today. Commercial business enterprise is not providing them, and, in view of the uncertainty of profit, is justified in not doing so. But the people suffer.

We do not suggest any plan involving government subsidy. We do not suggest housing schemes at the expense of the taxpayers. We suggest—and we urge—a great nation-wide program of home building, under government auspices, on a strictly at-cost basis, whatever that cost may prove to be. And we mean at cost all the way back. We mean that the organization to be formed should make its own bricks, mix its own concrete, saw its own lumber. This would cut out the legitimate profit of the entrepreneur as well as the graft and profiteering revealed by the Lockwood and other investigations. We believe that labor would faithfully do its part under such a plan, from which, obviously, it has more than any other class to gain. Incidentally, the experiment would settle the much-disputed question as to the relative share of high wages and high profits in the present high cost of home building—a question in which not only wage earners and employers, but the rest of the public, have a very practical interest.

Homes so built could be sold to would-be home-owners, payments extending over a term of years, on a basis of price and interest exactly calculated to cover the principal and interest of the bonds which would be issued to finance the enterprise.

It would be natural to give preference among applicants to veterans of the world war, thus accomplishing one of the most commendable aims of the bonus bill.

In short we believe that our suggestion would convert a national emergency into a national blessing.

## GOVERNMENT HOUSING A FAILURE.

The U. S. Shipping Board has decided to sell Yorkship Village, near Camden, N. J., and Harriman Village, at Bristol, Pa. Thus will come to an end two paternalistic experiments forced by war time needs upon the government. While they may be classed as feasible projects under abnormal war con-

ditions, their final history shows them to be failures as peacetime measures.

Harriman Village has had recent notoriety because the management there felt it necessary to vacate certain houses heated by a central plant that were not returning in rentals the mere cost of operation of the heating plant.

Yorkship Village has of late been unable to rent all its houses. Not more than 92% are occupied at any one time. In both villages there are many tenants who are behind in their rents; in Yorkship Village as many as 100 families were behind in rents in October while some had moved away with rents in arrears and others had sacrificed their furniture to the Shipping Board, in lieu of their debts.

It seems characteristic of the government housing operations in and around Philadelphia that dissatisfaction and trouble attend the rental and the disposal of government-owned dwellings. The underlying belief seems to be that the government should not try to operate the houses on a commercial basis. This is best expressed by the Camden, N. J., "Daily Courier," which, editorially, advanced the rather novel theory that "Uncle Sam should base his rent rates on the earnings of his tenants."

The Shipping Board has maintained rents on the basis of construction costs, plus maintenance and operation costs. As a result, rents in the Yorkship Village averaged \$34.50 a month. These rates, the tenants protested, were excessively high for workmen who were not earning over \$25 a week. They maintained that as wages have been reduced since the war period when such rents were established, the new economic conditions necessitate a lowering of rents. Considerable agitation has been stimulated by the tenants. A tenants' committee was formed and the Camden Daily Courier took a leading part in the campaign to assist them.

In all fairness to the Daily Courier it should be said that it advanced a much stronger argument for reducing rents than that based on the income limitations of the tenants. Tenants can move from government buildings just as easily as from buildings privately owned. They cannot, of course, secure such splendid houses for the lower money. Naturally they want to remain, if they can afford to, where they have excep-



tional advantages. Their decreased income is their misfortune. The Daily Courier, however, pointed out that the high rentals may indeed be responsible for losses to the management which reduce the net return to a point lower than it need be if the rents were reduced to the economic reach of the tenants and the houses were kept 100 per cent. occupied with long term tenants.

The houses now are never 100% occupied. The average occupancy is 92%, notwithstanding there is a housing shortage in Camden and in Philadelphia nearby. Moreover, the monthly loss from tenants who skip out leaving unpaid rentals adds another 2% deficit. Because of the frequent movings, the Daily Courier estimates the added expenses in maintenance and repairs as well as in administration total an annual charge of \$145,000. By reducing rents 20%, the management would save 15% in overhead, thereby "saving the tenants \$135,000. a year at a cost to Uncle Sam of only \$35,000. a year." The Daily Courier, and those for whom it is the spokesman, thus maintain that the government should "Not only as a matter of justice but as a matter of sound business" reduce rents at once.

The U. S. Shipping Board has not reduced rents and apparently does not favor the economic interpretation of the situation and the programs advanced by its critics. It has been alleged that this failure to act is due to the fear that a reduction at this time would seriously injure the sale value of the houses when the government finally places them up for auction.

So strenuously has the campaign to get lower rentals been waged that the City Council of Camden appointed a committee to act in the matter. A definite plan is developing to increase the assessment of the properties, if rents do not come down. Camdenites justify their interest in the Fairview situation by contending that high rents in Fairview give private owners in Camden ground for rent profiteering.

The Shipping Board has listened to all these protests against its program. It has made answer by announcing that the houses will be sold at auction in December, precautions being taken to safeguard the interests of the tenants. The Daily Courier believes the sale will establish a valuation for the

houses which will justify the new owners in lowering rents. It will enable, if the sale is rightly safeguarded, such tenants as can afford it to buy excellent buildings at a fair price. It remains to be seen if the speculative owners or investors who purchase the houses for other than their own occupancy will reduce rents. The prospects for a reduction, if measured by what has followed the disposal of the Shipping Board houses built in Philadelphia for Hog Island workers, are not very good.

However, the sale will take the government out of a business venture which was legitimate at one time but which cannot be justified as a peace-time proposition. Like so many other similar procedures, when the government undertakes to do what private initiative should do, the plea of paternalistic responsibility for non-economic rent is always advanced.

Those interested in the pros and cons of government interference as a builder and manager of houses to meet the excessive housing shortage in this country will watch with interest what happens in Fairview Village. It certainly will be the responsibility of the Camden Daily Courier, the Camden Landlords and the Tenants' Committee and the Camden City Councilmanic Committee to work strenuously, not only to keep the new owners from retaining rents now the subject of protest but to see that further increases do not follow.

It is an interesting commentary on what another set of government tenants fear may happen, that the Workmen's Protective Association of the Elmwood District, Philadelphia, that is, the Hog Island District, have protested the proposed sales at Yorkship and Harriman Villages, on the ground that the dwellings will fall into the hands of speculators, with a consequent boosting of rents, such as they themselves experienced when their homes were sold and which has been the cause of continued litigation ever since.

BERNARD J. NEWMAN.

## THE BUILDING INDUSTRY.

While encouraging reports are being made from week to week in the daily press and in the various trade journals as to the future of the building industry, and while organized efforts

of various kinds are being made in the endeavor to put the industry on its feet and to secure the resumption of construction operations at an early date, the fact remains, unfortunately, that so far as the construction of workingmen's dwellings is concerned, the situation is very little changed from what it was a year ago.

It is true that there has been a distinct increase in the amount of building construction throughout the country in recent months that compares favorably with the figures of a year ago.

According to the figures furnished by the F. W. Dodge Company, residential construction in November in the 27 Northeastern states of the country accounted for \$90,324,000, a slight increase over the figures of October, and representing 47% of the total of building activity of the month. Public works and utilities amounted to 14% of the total, business buildings to 13%, educational buildings 9% and industrial buildings another 9%. It is stated that contracts awarded during the first 11 months of this year have been 11% greater than the average 11-month figures for the preceding 5 years.

Notwithstanding this very considerable increase in residential construction the fact remains that very few houses are being constructed for workingmen. The cost of building a workingman's dwelling is still prohibitive and far beyond the purchasing power of even the better paid high grade mechanic.

One of the notable factors in aiding this stimulation of the construction industry was undoubtedly the recommendations made by the President's Conference on Unemployment guided by Secretary Hoover and which was called together in October for the purpose of coping with the unemployment situation which then confronted the country.

In the recommendations of that conference occurs the following reference to the construction industry:

The greatest field for immediate relief of unemployment is in the construction industry, which has been artificially restricted during and since the war. We are short more than a million homes; all kinds of building and construction are far behind national necessity. The Senate Committee on Reconstruction and Production, in March of this year, estimated the total construction shortage in the

country at between ten and twenty billion dollars. Considering all branches of the construction industry more than 2,000,000 people could be employed if construction were resumed. Undue cost and malignant combinations have made proper expansion impossible and contributed largely to this unemployment situation. In some places these matters have been cleaned up. In other places they have not and are an affront to public decency. In some places these things have not existed. In others costs have been adjusted. Some materials have been reduced in prices as much as can be expected. Where conditions have been righted, construction should proceed, but there is still a need of community action in the provision of capital on terms that will encourage home building. Where the costs are still above the other economic levels of the community there should be searching inquiry and action in the situation. We recommend that the governors summon representative committees, with the co-operation of the mayors or otherwise as they may determine, (a) to determine facts; (b) to organize community action in securing adjustments in cost, including removal of freight discriminations, and clean out campaigns against combinations, restrictions of effort, and unsound practices where they exist to the end that building may be fully resumed.

The Report of the Special Committee of that conference on the Construction Industries contains so correct a diagnosis of the situation which confronts the country and the lines of action that must be followed that we are reprinting here the major part of it.

There are three outstanding factors in the building and construction situation, which have the greatest bearing on the resumption of construction activities. They are Financing, Material Costs, and Labor Costs.

These factors present questions which cannot be settled in a national way; they must be investigated by those interested, in each community for itself. The questions are:

(a) Can the prospective investor finance the operation at a reasonable cost?



(b) Does the cost of construction materials to the prospective investor, properly represent the reduction which has been made in the wholesale prices?

(c) Is labor in the particular locality working at fair rates and giving fair value in the quantity and quality of work done?

If local conditions prove satisfactory, there is no reason why work should not proceed immediately. This is especially true of persons contemplating the building of their own homes who are now paying rentals based on inflated values. That this fact is being realized is shown by current statistics. During the month of September of this year, residential building amounted to 39% of the total valuation of contracts awarded in that portion of the country north of the Ohio and east of the Mississippi Rivers.

### FINANCING.

Money must be made available on reasonable terms and in reasonable volume and free from demands for bonuses and commissions of a questionable character.

The savings deposits of the people are the natural economic source of loans for home building. The aggregate is ample for this purpose, even though a portion is protected by adequate investment in more liquid securities to meet withdrawals. There would be no difficulty in the financing of homes if the fundamental principle of the use of long-term deposits for home loan and long-term purposes were generally followed.

In every section of the country owners have declined to start new projects on account of the financing charges, both the interest rate and the commissions and premiums paid for floating loans being discouragingly high. Commissions and premiums varying between 10 and 20% have been charged in addition to from 7 to 8% interest. For example, before the first work of construction was begun the owners of an apartment house were required to pay for the million and a quarter involved, an interest rate of 7%, and a bond premium of 1½%, and a floating charge of 10%, making a total financing charge of 18½%. The financing charge of a subsequent loan of \$250,000 for the same structure was \$75,000. This is a charge of 30%. It is doubtful whether

the margins received by the architect, the contractor, and by all the producers in the basic industries involved aggregated a sum equivalent to these financing charges.

When an owner must pay such a sum before construction work even starts, many projects have necessarily been abandoned in the face of a continual need and demand for building.

While excessive financing charges for buildings have not been exceptional, many savings banks, trust companies, and insurance companies have maintained a conservative loaning policy with regard to real estate and home building and the building and loan associations of the United States with their two and a half billion dollars of assets, have been conducted with exceptional efficiency. Underlying the whole matter of the financing of construction there is, however, the sound banking principle that long-term deposits and the savings accounts of the people, should primarily be used for long-term purposes and should not be intermingled with speculative and commercial business.

### MATERIAL COSTS.

Many construction materials have been substantially reduced. Some may have been reduced to a point which is retarding production. It is apparent, however, that other construction materials have not yet been reduced in keeping with the trend of wholesale prices on other commodities. Manufacturers of such materials should be urged to promptly make their readjustments to a reasonable basis. They must realize that failure on their part to do so is not only limiting their own business but it is also interfering with the production and sale of other construction materials; it is interfering with greater employment; in a word, it is a contributing factor to holding back the progress of the entire industry.

In many instances retailers of construction materials have not yet followed the reduction of manufacturers and wholesalers in their resale prices. This is an important subject to be taken up locally in each community. The retailers must be shown the necessity of bringing their prices to local buyers down to a point consistent with the reductions made in wholesale prices after taking into consideration increases in freight rates or legitimate increases in cost which exist in other directions.

## LABOR COSTS.

This cannot be regulated by national action. The cost of living, rentals, and working conditions differ in various communities. Where fair wage adjustments have not been made, construction is held up. Such conditions should be dealt with fairly and frankly between employer and workmen and reasonable readjustments promptly made.

Approaching this subject, we believe that the employer should not permit the wage of his workmen to go below that point at which it not only provides sufficient to take care of the necessities of life but also enough to enable the family to educate the children properly; to provide reasonable comforts and conveniences and to permit systematic savings even though small. In the comparison of wages for building artisans with those of other industries, due allowance should be made for seasonal unemployment.

The workman, on the other hand, should deliver maximum production with proper interest in the welfare of the business out of which his wages are paid, and should eliminate restrictions and measures which tend to interfere with his production or with the production of others. Stoppage of work from jurisdictional controversies in the construction industry should be permanently abandoned as measures detrimental to the public welfare.

As a factor contributing to the necessarily high costs in some localities, is the continuation of—

## UNFAIR PRACTICES.

Notwithstanding the improvements which have taken place in some instances, with respect to the practices in the industry, it is apparent that there still exist trade abuses, waste, and unnecessary expense. It is a first essential of the proper development of the construction industry on a sound basis that all practices which unnecessarily retard the work or add to its cost should be immediately discountenanced and abandoned, if the confidence of the public is to be fully restored.

There are certain restrictions or limitations which were placed upon the industry during and or since the war, which should be removed.

## REDUCTION OF FREIGHT RATES.

This group recognizing that transportation problems are not within its peculiar province desires, nevertheless, to express the conviction that every reasonable step should be taken, necessary to enable the railroads to resume their customary activities, and to re-establish efficiency, economy, and regularity in transportation service.

Readjustment of, and reductions in, freight rates on construction materials are essential to a sustained revival of building activity. Increases in rates on construction materials imposed during the war left the construction industry under a relatively heavier handicap of increased transportation costs than had been imposed on most other commodities.

To this war-time increase in freight rates has since been added an increase of 25 to 40%, thus perpetuating and even magnifying the effect of the war-time policy of restricting general construction activity.

The construction industry cannot effectively function under a freight rate fabric artificially distorted by the continuation of restrictive war measures. A great economic waste would be incurred if, because of failure to reduce and readjust freight rates, existing plants for the production of construction materials had to be abandoned and a new alignment of producing facilities established in accordance with the present rates, a fabric originally designed, in the public interest, to discourage the very thing which, in the public interest, the Government now desires to encourage; that is, the normal operation of industry. The financial burden of such a readjustment of plants would have to rest ultimately upon the public; and its necessary effect would be to curtail existing competition and to limit the radius of distribution of many of the construction materials.

In addition to such readjustment of freight rates on construction materials as will permit construction activity, freed from unnecessary artificial restriction; it is urged that such inequalities as may, after such general readjustment, exist in the rates on various construction materials be investigated and removed by the Interstate Commerce Commission. We suggest the consideration of the practicability of encouraging during winter months the transportation of materials used in road and other construc-



tion work, thus utilizing transportation equipment which might perhaps otherwise remain idle.

### BUILDING CODES.

The development of the art of building through the adoption of new and economical scientific methods of construction is retarded throughout the country by the building codes of the various municipalities, which differ flagrantly as to floor loads, wall thicknesses, and other elementary requirements which should be comparatively uniform, climatic conditions excepted. It is the opinion of competent authorities that as much as 20% would be saved in certain cities by the adoption of building codes based upon modern scientific knowledge. The codes of nearly 40 of the cities and municipalities are now in the process of revision. The Secretary of Commerce has appointed a committee of recognized experts to study the principles upon which the building codes may be standardized, which committee is co-operating with the building officials in the various municipalities. A material saving in the yearly expense of city building may be hoped for through investigation and co-operation along these lines.

### STATISTICS.

There is a definite need for statistics properly co-ordinated, accurately prepared, and furnished promptly—affecting production, capacity and distribution of basis materials in the construction industry. The present confusion and limited information through handling by several departments is causing unnecessary expense to the Government without giving complete data and service to the public. Arrangements should be made as promptly as possible, so that such statistics can be furnished by the proper department.

### RECOMMENDATIONS.

It is recognized that the construction industry is a key industry, that there is a vast amount of construction needed and that this construction work would afford employment to a large number of men, directly and indirectly, and would result in the creation of permanent and useful wealth, translating wasting labor into earning capital.

To meet the present unemployment emergency and to make

renewed activities in the construction field possible does not require special concessions to the industry. But it does require a complete and prompt removal of unnecessary handicaps, restrictions and limitations, both direct and indirect, these including credit, freight rates, priorities, undue costs in relation to labor and materials, wasteful building codes, and the like.

In the resolutions adopted at the Conference on Friday, September 30, 1921, the Governors of the several States were requested to summon representative committees with the co-operation of the Mayors or otherwise, to—

(a) Determine facts.

(b) Organize community action to secure adjustments in costs, including removal of freight discriminations, and clean-out campaigns against combinations, restrictions of effort and unsound practices where they exist—to the end that building may be resumed.

It is recognized that this request of the Governors must be followed up by suggestions of a practical, workable nature, which will enable the administrative officer in each State to carry out the suggestion promptly and in the most satisfactory manner. It is recognized, also, that to secure the elimination of restrictions and limitations which have been placed on the industry, as previously referred to, that intelligent and sustained effort must be put into the situation.

It is therefore recommended that Secretary Hoover, in continuation of the policy of the creation of local organizations inaugurated by the Department of Commerce, the National Federation of Construction Industries, the U. S. Chamber of Commerce, etc., appoint a committee selected from the various elements interested in construction, such as financiers, labor, engineers, architects, contractors, material manufacturers and others, to be known as the Committee on Construction Development, which will be charged with the responsibility of preparing and making effective plans for—

(a) Co-operation with the Governors and Mayors in the several States in carrying on community conference on construction, to the end that local restrictions may be eliminated, abuses done away with, and proper local attention given to the efficient planning and development of construc-

tion work, as it is only through such community conferences that the local situation can be properly appraised.

(b) The prompt removal of unnecessary or inequitable limitations and restrictions which have retarded real construction activity.

Such committee to use agencies and to adopt such plans for conducting its work as may seem to it best, in co-operation with the Secretary of Commerce. The work of such local committees as have already been organized in the country have had a profound value in readjusting the construction situation and the time is ripe for their more definite and extensive organization.

## HIGH COST OF LABOR.

Probably the chief obstacle to the resumption of the building of workingmen's dwellings is to be found in the high cost of labor, both as a factor in the production of building materials and in the cost of assembling those materials in the actual building of the dwelling. A year ago equally important factors were the high costs of money and of building materials, but there have been very notable decreases in that time in the cost of building materials and in the cost of financing, and the downward trend of both these important elements in the cost of the workingman's house is still apparent.

Not so apparently with labor costs. Labor seems to have taken a position that it will resist any attempt to reduce the compensation paid to workers in the building industry. A few months ago Labor generally seemed to be taking this attitude and the whole country was threatened with a nation-wide railroad strike which would have been calamitous, not merely to the business interests of the country, but to Labor itself and to all citizens. Fortunately, this catastrophe was averted because of a realization on the part of organized labor that it would be without public support or sympathy if such a strike were called at this time.

Although there have been notable reductions of wages in various industries, there has been comparatively little deflation of labor costs in the building industry.

Until that comes there is practically no hope of the resump-

tion of the building of dwellings for the workingman. Thus, Labor, taking a shortsighted and selfish position, injures not only thousands of its fellow-workers but injures itself as well.

The important bearing that this has upon the present housing situation is gradually coming to be understood by the general public. A significant illustration of this relation between the present high cost of building and the attitude of Labor is found in the following statement issued by a large corporation recently to its employees:

To Our Employees—President Herr of the Westinghouse Electric and Manufacturing Company recently said in effect that while the process of getting back to normal has been accomplished in some industries, others are slow to follow.

He calls our attention to the fact that the coal miners are deaf to compromise, and so, coal, which is an important item in manufacturing costs, is still too high. He said, also, that because of increased operating expense freight rates are not low enough.

Then he added: "Our men are complaining of high rents, and they have reason to complain. Other wages may come down, but the building trades seem to think their war wages are to go on forever.

"There can be no hope of relief in the housing situation until the present impossible attitude of the whole building industry is abandoned."

### THE LANDIS AWARD.

One of the most striking illustrations of the situation which exists in the building trades has been that disclosed by the so-called "Landis Award."

In a dispute in the building industry of Chicago between employers and employees which involved several weeks of idleness in the industry, the contending parties entered into an agreement by which Judge Kenesaw M. Landis was chosen as Umpire to fix the wages to be paid in the several trades represented, the award to become effective when made and remain in force until May 31, 1922, with a further provision that the Umpire should, on or before February first, determine the rates to control for the period of one year from May 31st, next.



In addition to thus determining the rates of wages to be paid, it was further provided that the principles and conditions of all trade agreements shall be made as nearly uniform as possible and it was stipulated that should any trade arbitration board be unable to agree upon any portion of their agreement involving conditions, working rules, &c., such dispute should be submitted to the Umpire for his final decision.

In what is literally nothing short of an epoch-making decision, Judge Landis under date of September 7, 1921, rendered his report as Umpire and laid down, not only the rates of wages that should prevail in the various building trades in the city of Chicago until May 31st, next, but also the conditions of labor that should govern the industry. The most important of these may be summarized in the following 8 statements of principles:

- I. That there shall be no limitations as to the amount of work a man shall perform during his working day.
- II. That there shall be no restriction of the use of machinery, tools or appliances.
- III. That there shall be no restriction of the use of any raw or manufactured material, except prison-made.
- IV. That no person shall have the right to interfere with workmen during working hours.
- V. That the use of apprentices shall not be prohibitive.
- VI. That the foreman shall be the agent of the employer.
- VII. That workmen are at liberty to work for whomever they see fit, but that they shall demand and receive the wages agreed upon by the Joint Arbitration Board in this trade under all circumstances.
- VIII. That employers are at liberty to employ and discharge whomsoever they see fit.

## THE AFTERMATH OF THE LANDIS DECISION.

As a number of both the trades unions and the contractors who had agreed to abide by the Landis award proved recalcitrant and repudiated their agreements, the situation in the building industry in Chicago threatened to become chaotic, had it not been for the fact that the business men of Chicago and the citizens generally became aroused and were stirred to action, determined to end the disgraceful and unsavory conditions which the investigations of the Dailey Commission had disclosed.

At a meeting of contractors held in November, Athol McBean, former President of the San Francisco Chamber of Commerce, explained the steps which the citizens of San Francisco had taken to clean house in their community. As Mr. McBean put it: "We are not in a fight to destroy labor unions. We believe in them, but we believe they should be conducted right."

Following this meeting, a few weeks later, the Association of Commerce at one of its large meetings discussed the tangible results of the work that had been done by a Citizens' Committee formed shortly thereafter to clean up the situation in the Chicago building industry. One hundred and fifty citizens of light and leading pledged themselves to see that there was a thorough house cleaning of the Chicago building trades. The decisions reached at the meeting in question have been summed up as follows:

(1) There are 44 out of 51 trade unions which have accepted the conditions of the award. These unions will receive 100% support from the Citizens' Committee.

(2) In the case of the seven recalcitrant unions, men will be placed upon jobs regardless of their union affiliations.

(3) A vast sum of money will be at the disposal of the Committee.

(4) Contractors who cooperate will be given protection and will be helped to get men. Contractors who violate will have very heavy pressure exerted against them.

(5) Chicago's building situation will be cleaned regardless of sacrifice on the part of interests which may perhaps have to sacrifice to the point of extermination to clean up the conditions.

At this meeting Benjamin Rosenthal, one of Chicago's merchants and the President of the Chicago Housing Association and to whose vivid human interest in the welfare of the poor man is largely due the organization of that association, stirred the large audience with his earnest plea for conditions in Chicago which will relieve the housing situation. He told how night after night he had made it his business to visit crowded parts of the city and of how he had found many families eating, living and sleeping in one room—of cases where he had seen 5 persons sleeping in one bed. He told of unbelievable conditions and pointed out that the aftermath of poor housing and inadequate housing is the poorhouse, the asylum and the jail, adding:

“It is not lack of money which makes this condition; for, Chicago has money. It is the building situation.”

### CHICAGO RIOT PROOF.

Following this meeting, the Citizens' Committee of Chicago has elaborated definite and practical plans. It has signed a mammoth blanket insurance policy running into millions of dollars which will protect property owners who adhere to the Landis award from damage from so-called “wrecking crews” and vandals. In addition, the financial interests of Chicago have been enlisted and it has been announced that loans will not be made on any construction job in Chicago by the responsible lending institutions for construction where the Landis award is not being observed.

It looks as if Chicago had found a way to clean house in the building industry.

### NEW YORK'S SHAME.

While Chicago has been cleaning house, and while crooked leaders in the building industry in New York, both among employers and among Labor are serving their terms in jail,

the Lockwood Committee, under the skillful guidance of Mr. Samuel Untermeyer, is disclosing new evidences of gross abuses in the labor unions in the New York building trades—among the electrical workers, the plasterers, the painters. The most recent of these disclosures have concerned themselves with certain electrical unions. One shocking case disclosed was that of the widow of a worker in this union to whom was due a death benefit of \$1,000, which the President of the union had forced her to pay over to him, leaving her so destitute that she had neither shoes nor proper clothing in which to appear before the Committee to testify.

From the testimony recently made public, it would seem as if further grafters and crooks in the building trades of New York would join some of their associates in jail.

How close the relation is between these crooked practices and the present housing shortage was discussed by one witness who testified that because of these practices in the Plasterers' Union, the cost of certain tenement houses had been increased \$50,000 on the item of plastering alone and the public had been deprived for one year of from 50 to 75 multiple family houses.

Following these disclosures, and undoubtedly influenced by the Landis Award in Chicago and the action of Chicago's citizens with reference to it, the Merchants' Association of New York has urged upon the Lockwood Committee an immediate inquiry into wage scales in the building industry in New York in view of the expiration of the present wage contract on December 31st.

Referring to the testimony showing abuses in the Plasterers' Union disclosed at one of the public sessions of the Committee, Mr. William Fellowes Morgan, President of the Merchants' Association, said:

I understand from credible authority that various other unions in the building trades enforce similar un-economic conditions; that, for instance, wood lathers in New York City are prohibited by their union from putting on more than **fourteen** bundles of laths on one job in a day; that the metal lathers' unions require that the first man employed on a job shall be foreman and be paid a foreman's wage, although he may be the only metal



lather at work on that job; that the plumbers' unions require that the fittings for bathroom fixtures be put on on the job, although the work might be done much more expeditiously and cheaply at the factory; that the engineers' unions require that engineers be employed to operate elevators under certain circumstances in buildings under construction, to attend compression pumps and other kinds of machinery, where less skilled and more economical labor would be wholly adequate for the work.

These illustrate some of the conditions which I understand exist in this city and which have been shown to exist in other large cities, such as Cleveland and Boston, where the building industry is similarly organized. I believe that they are clearly detrimental to efficiency and economy and prejudicial to all parties concerned in the building industry.

### A CODE OF ETHICS.

That New York is to put its house in order seems likely. The most hopeful evidence of this is found in the recently presented "Code of Ethics for the Building Industry," prepared by a committee of the New York Building Congress, composed of representative architects, engineers, bankers, contractors, sub-contractors and labor men.

In a public statement announcing this Code of Ethics, it pointed out that:

Although not binding in legal manner and only of such value to the industry as individuals may voluntarily make it, the members of the congress feel that the document is by far the most important attempt of this organization and one that will be of lasting benefit to all construction interests.

The Code of Ethics for the Building Industry is constructive in every article and section. It clearly points out the moral obligations of each element in the industry to his co-worker and, although in the past there have been various codes that applied specifically to single trades or professions, the code now adopted by the congress is the first ever formulated that takes in all of the elements concerned and applies a program of ethical procedure to them.

A synopsis of the code follows:

“It is unethical for any one engaged in the building industry or any of its branches:

### **General—Article 1.**

Section 1—To unduly or improperly increase the cost of work or to produce work or workmanship inferior to that contracted for.

Section 2—To falsely or maliciously injure the reputation or business of another.

Section 3—To offer or accept commissions intended to influence sales or contracts.

Section 4—To endeavor to circumvent the fair and reasonable enforcement of ordinances and safety and sanitary codes.

Section 5—To report to or countenance “Shopping.”

### **The Owner—Article 2.**

Section 1—To call for unnecessary or full estimates on tentative projects, or from unacceptable bidders, or to withhold proper facilities from those estimating.

Section 2—To refuse credit data and statement as to reality of the project.

Section 3—To deal directly with the contractor where an engineer or architect has been employed for full services, including supervision.

Section 4—To endeavor to improperly influence the architect's or engineer's decisions as to contract obligations.

### **The Banker—Article 3.**

Section 1—To fail to give due weight to the community value of improvements for which loans are desired.

Section 2—To fail to acquaint the borrower with all conditions (especially as to approval of materials and construction) under which the loan is made.

Section 3—To overload building costs with fees, commissions or bonuses not legitimately earned.

#### **The Real Estate Broker—Article 4.**

Section 1—To misrepresent conditions or conceal any facts having an important bearing upon the real value of a property.

Section 2—To advise a type of development opposed to the community interest.

#### **The Architect and Engineer—Article 5.**

Section 1—To act in any other than a judicial capacity in determining contract obligations; or to fail to require full performance equally by owner and contractor.

Section 2—To require a contractor to perform for him any part of the service which is generally recognized as the architect's work.

Section 3—To cover possible oversights or errors by indefinite clauses in contract or specifications.

Section 4—To withhold certificates for payment when properly due under a contract.

Section 5—To engage in the building trades.

#### **The Contractor—Article 6.**

Section 1—To give, knowingly, work or workmanship inferior to that contracted for.

Section 2—To endeavor to supplant the architect or engineer with the owner.

Section 3—To submit to the owner directly, without the architect's approval and knowledge, any proposals or estimates.

Section 4—To fail to recognize his moral obligations to sub-contractors whose bids he has used in making his own proposal.

Section 5—To knowingly or carelessly underestimate the value or time of completion of any work.

Section 6—To withhold payments to sub-contractors and dealers for work or for materials for which he has received payment.

### **Sub-Contractors and Material Dealers—Article 7.**

Section 1—Knowingly to mislead through trade customs or terms as to the real cost or quality of work or materials and to mislead as to time of completion of work or delivery of materials.

### **Labor—Article 8.**

Section 1—To restrict the quantity or quality of the output of the individual.

Section 2—To increase cost through arbitrary rules as to number of workmen employed or use of plant and equipment.

Section 3—To deny to any man the opportunity to learn and, when qualified, to practice a trade.

Section 4—To abandon the work pending the decision of disputes between trades.

The difficulty which now confronts the Building Industry in New York is one that is inherent in all "Codes of Ethics."

The framing of the Ten Commandments was probably achieved without great difficulty, but it has taken mankind many centuries to learn to observe them. What the Building Trades need is a revival of common honesty and integrity. The framing of the "Code of Ethics" is the first step in that direction.

## **THE RENT SITUATION.**

If it were not for the increases in rents which have come about through the housing shortage, there would probably be little attention being paid to the housing question throughout the country. It has been the increase in rent which has made almost every family in the United States conscious of the housing problem.

While no state in the United States has attempted the enactment of such drastic rent laws as were enacted in England and in other European countries, upon the outbreak of the



war, there have been a number of states which have sought to control the situation and prevent great hardships from resulting to large numbers of people.

New York State has unquestionably led the country in its rent legislation. And it is natural that this should have been so, containing as it does one city alone with nearly 6 million people living in it.

The various emergency rent laws enacted by the New York legislature both in 1920 and in 1921, have run the gauntlet of the courts and have on the whole emerged triumphant. One hesitates to enumerate the various decisions which have been handed down by the different courts dealing with these laws, but it would be conservative to say that there have been at least 57 decisions, if not "57 varieties" of decisions.

Disregarding the minor technical details of the New York rent legislation and considering its essence, we find that it resolves itself into two main schemes; one is to protect the tenant against undue increases in rent by providing that the courts may determine "what is a fair rent" and that thereafter the landlord is debarred from asking a greater rent for a given period.

The other feature of this legislation has been the insuring to the tenants in occupancy possession of their apartments, flats and tenements, thus preventing the landlord from dispossessing them and making them shelterless while the disputed rent is being determined by the courts.

Both these provisions of law have been upheld by the courts of New York State and similar provisions have been sustained by the U. S. Supreme Court, though the exact details of the present New York laws were not under review at that time at Washington.

Recent developments in the rent law situation in New York are not without interest for students of the housing question.

The most significant of these may be stated to be the announced determination of the Legislative Committee on Housing to recommend to the coming session of the New York legislature the extension of the period within which these emergency laws shall operate. It is reported that the Committee will urge upon the legislature the extension of

these laws for another year, namely, until November 1, 1923, and possibly for two years, or until 1924.

This proposal has drawn forth a storm of opposition from the landlord interests on the ground that the legislation in question was solely emergency legislation; that the emergency has now passed and that it is both unreasonable and inequitable to retain these laws on the statute books beyond this period.

As the laws in question have been sustained by the courts chiefly because of the claim that they are emergency legislation, it will be interesting to see what action the courts will take in the event of the laws being continued through a longer period, after the so-called emergency has passed.

### U. S. SUPREME COURT TO DECIDE.

A clarifying opinion on this whole question is likely to be handed down in the very near future by the U. S. Supreme Court at Washington; for, a test case has been brought before that court by the representatives of the landlord interests so that the various provisions of the New York statutes might be squarely before the court.

Louis Marshall, the distinguished New York lawyer, acting as counsel for the landlords in certain cases, has prepared a brilliant and elaborate brief dealing with the whole rent control legislation of 1920 and 1921. An interesting supplement to this brief is a pamphlet entitled, "Economic Aspects of the So-Called Emergency Housing Legislation of 1920 in New York State and the Alleged Housing Shortage in New York City," which has been prepared by Prof. Samuel McCune Lindsay of Columbia University. This goes very fully into the various phases of the housing shortage in New York City which led to the rent control legislation of 1920 and 1921. All students of this phase of the housing question should secure a copy of this brief and pamphlet.

One phase of the New York rent situation which the legislature, it would seem, will be forced to deal with is the extraordinary clogging of the minor courts caused by the fact that the laws invite practically every tenant who does not wish to pay an increase in rent to resist in the courts.

The result has been, according to current reports, that

there are more than 100,000 rent disputes awaiting trial by jury in the municipal courts of New York City, involving the tying up of from between \$10,000,000 to \$12,000,000 of rent money.

The tenants have been quick to learn under the tutelage of adroit counsel that by demanding a trial by jury it is possible to protract the litigation almost indefinitely, and thus break down the machinery of municipal justice, in so far as this class of litigants is concerned.

### WHAT IS A FAIR RENT?

What constitutes a fair rental is still a vexed question. A few weeks ago the Appellate Term of the Supreme Court in Brooklyn handed down a decision in a recent case before it in which it held that a return of 10% on the present fair market value of the property was a fair return to the landlord whatever his cost investment and mortgage indebtedness might be.

While this decision gave immediate satisfaction to the real estate and landlord interests and drew hearty support from the Real Estate Board of New York, it aroused a storm of criticism from tenants, lawyers and the general public. The gross inequalities that would result from such a decision because of the difference in the amount of mortgage upon property and the amount of equity invested has aroused general criticism.

In a decision handed down very recently by a judge of a Federal Court in the New York district, it is held that 8% of the value of the premises on April 1st, 1920, is a fair and reasonable rent return, and the value of the landlords' equity in the property is *not* the proper test.

The municipal court justices, upon whom rests the duty of determining what is a fair rental, are, in the majority of cases, we understand, disregarding this decision of the Brooklyn Appellate Term and are basing their findings upon quite a different basis.

As a result of this somewhat confused situation, it is reported that counsel for the tenants and for one of the leading real estate organizations have finally succeeded, after two months of negotiations and after consideration of more than 200 rent cases, in selecting a case for testing the law that is

satisfactory to both sides, and new litigation is now expected which will be carried up to the highest court in the state, the Court of Appeals, if need be, so that there may be a decision controlling the situation with some degree of finality.

What is needed, however, is for the legislature to create some final tribunal which can quickly and readily determine the issues involved in a given case without clogging the courts with 100,000 cases or more. It is obvious that any system which involves a law suit and jury trial for every tenant is not a practical or workable scheme.

An interesting by-product of the New York rent laws, if it may be so called, is a book which has just been published entitled "The Tenant and His Landlord—A Treatise on the Rights and Liabilities of Landlords and Tenants Under Recent 'Emergency Housing Laws' of the State of New York, with the Latest Decisions Thereunder, Together With Some Historical Facts of Interest, Copies of the Laws and Local New York City Ordinances and Forms" prepared by Justice Edgar A. Lauer, for 15 years one of the justices in the Municipal Court of New York before which court most of these rent questions come for decision, and by Mr. Victor House, Assistant District Attorney for the Southern District of New York, who has collaborated with Judge Lauer in the preparation of this important book.

The book is a volume of 450 pages with references to more than 300 important decisions divided into 4 titles as follows: General History and Survey of the Housing Problem (Landlord and Tenant); Possessory Rights and Recommendations Under the Emergency Laws; Regulatory Laws; Miscellaneous, and with various appendixes, copies of the statutes, &c. The book is published by Baker, Voorhis & Co., 40 John Street, price \$5.

### IN OTHER CITIES.

That high rents are the potent factor in the present housing situation is evidenced by a recent disclosure connected with the taking of the census of the voting population in the city of Baltimore. Here the police made the interesting discovery that in at least one-third of the dwellings visited, heretofore occupied by one family, they have as tenants anywhere from 2 to 4 families. It is stated that this "doubling up" is not confined to any one section but is general, having been resorted to in order to reduce the



cost of living and as one means of meeting the increased rents. It is stated that not a few "movers" vacated apartment houses when the owners exacted an increase of from 20 to 50% and then demanded that the tenant should bind himself to an occupancy for a term of years at the higher rental. Many who did not see their way clear to make ends meet, or who refused to comply with what they regarded as extortionate demands, sought relief elsewhere within their means, joining the army of the so-called "co-operatives," established homes under roofs that sheltered others.

### IN CHICAGO.

Dispatches from Chicago are to the effect that the backbone of the opposition of the profiteering landlords has been broken. According to statements made by the President of the Chicago Tenants Protective League, it is reported that only 8,000 out of the 435,000 dwelling accommodations of the city changed occupants during the autumn moving season. He added: "Tenants are standing pat. They are taking their cases to the courts and if they lose the first decision, are taking them up again in the Appellate Court." He predicted a sharp drop in rents or apartments, adding that:

When landlords see they can't rent their apartments they will begin to calculate how much they will lose by having them vacant all winter and will cut the price to fill the buildings.

One reason for this situation is undoubtedly the enactment by the Illinois legislature last June of laws similar to the New York rent laws the chief object of which was to provide for a stay of execution for a period of not over 6 months, thus preventing eviction.

### DETROIT.

Recent reports from Detroit indicate that there has been a big slump in rents. According to a statement attributed to the Board of Commerce, rents are said to have dropped from 8 to 10% below the level of a year ago. This situation has undoubtedly been brought about by the changed industrial conditions. With

the falling off of employment vast numbers of workers have left the city and the demand for living accommodations has naturally decreased. It is stated that a year ago there were 25,440 families in Detroit who were living with other families, "doubling up," because they could not find homes. At the present time it is believed that a great number of those families are taking advantage of the present situation to acquire their own homes.

### NEW ORLEANS A STORM CENTER.

The rent situation in New Orleans has been acute and a tenants' battle has been raging all summer and fall. Efforts to secure the enactment of measures protecting the tenants from eviction and from unfair rents along the lines of the New York rent laws were unavailing in the Constitutional Convention which sat during the summer. Mr. Morgan D. E. Hite, an architect of New Orleans and Chairman of the State Housing Commission, organized a Tenants' Rights Association and led a valiant fight for the protection of the tenants' interests. Although unsuccessful in his first efforts, there has been such a thorough agitation and discussion of the whole question that it would seem almost inevitable that public sentiment will demand adequate relief from the present conditions at the coming session of the legislature. We shall publish in our next issue a detailed article by Mr. Hite describing the housing situation in Louisiana in which this rent question is incidentally touched upon.

### THE WEST.

St. Louis is one of the cities that has been suffering from the rent situation. Efforts were made at the legislative session last spring to secure relief, but without avail. Now an organized movement is on foot for the securing of such legislation. Petitions have been circulated on behalf of the Rent Relief League requesting the Governor to include rent legislation in his call for a special session of the legislature, and bills have been drawn and copies sent to each member of the legislature in advance of the session. The Governor, however, has announced that he will not include this subject in his call, as it is a very controversial question and would tend

to prolong the special session of the legislature unduly. The press of St. Louis contains many instances of unreasonable rent increases. the Legal Aid Bureau stating that rent complaints have increased materially since the beginning of October. It is stated that profiteering landlords are using all kinds of excuses to justify rent increases. One case is instanced where the rent was increased because of the "increased taxes." Investigation disclosed that while the taxes were increased but \$90 a year, the rent in question had been increased \$500. A new feature in the rent situation is the fact that landlords are said to be taking advantage of the fact that the tenants have put in their supply of coal for the winter and therefore cannot afford to move. A police census made not long ago shows that there were at that time but 796 vacant dwellings in the whole city, including private houses, flats and apartments.

### IN DENVER.

Denver is controlling its rent situation through a Rent Adjustment Commission appointed by the Mayor. The Commission operates under a local ordinance "regulating rents for residence purposes and protecting tenants and lessees from invasion of their personal and property rights." Apparently the Commission is accomplishing valuable work. Its report for the month of November shows that it handled 109 cases affecting 279 tenants. Of these, rent reductions were secured by the Commission for 90 tenants; 27 rent disputes were adjusted; the making of necessary repairs to the houses was secured in 6 cases. That the Commission has been effective is shown by the reduction of its activities. When it first started last July it handled 373 cases involving 495 tenants. In September, rent reductions were secured for 366 tenants, ranging from \$2 to \$10 a month.

### EVEN U. S. SENATORS NOT EXEMPT.

Dispatches from Washington indicate that landlords are no respecters of persons, and that even U. S. Senators and the Chief Justice of the Court of Appeals of the District of Columbia have been subject to very great increases in the

rent of their living accommodations. One Senator who is reported to be paying at the rate of \$200 a month for his apartment, is said to have had his rent increased to \$340; another Senator who has been paying \$165 a month has had his rent increased to \$210; a third Senator whose rent has been heretofore \$195 a month, has had his rent increased to \$287. All of these Senators, and in addition other prominent officials in Washington, are said to have filed complaints with the Rent Commission, asking reductions. As a result, the Commission has undertaken to fix rents in one of the most exclusive apartment houses in the city. The owners have been served with notices to appear before the Commission with figures showing the cost of the building and the cost of maintenance from which the Commission will determine what constitutes a fair rent for all of the tenants, numbering several hundred.

The effect of this situation is bound to be reflected, it would seem, in further rent legislation during the coming session of Congress. Nothing gives a legislator a consciousness of a great social evil so much as a personal experience of that evil.

### THE COST OF LIVING.

A recent study made by the National Industrial Conference Board in the course of its investigation into changes in the cost of living in the United States, indicates that rents which in 1914 averaged \$12 a month for a workingman's dwelling, averaged \$30 in 1919 to 1920. The same study indicates that the cost of constructing a one and one-half ( $1\frac{1}{2}$ ) story 5-room dwelling had increased from \$1,200 in 1914 to \$2,800 in 1921.

In an interesting discussion of this question, supplemented by two very striking diagrams, Wharton Clay of the Associated Metal Lath Manufacturers shows that in 1913 the average person spent 20% of his income for rent and in 1921 the same person is spending 40% of his income for this item. Mr. Clay uses these facts to impress on the merchants of the country the importance of aiding in the construction of new homes, pointing out and proving in his diagrams that the increased rent paid was at the expense of almost every other



trade, business and profession. As he puts it, "The money rightfully belonging to them was diverted to bulge the pockets of the landlords." Mr. Clay's contrasting budgets of an average household in the years 1913, and 1921, are so very interesting that we give them below:

### HOUSEHOLD BUDGET.

Income .....	\$2,000—\$2,500	
	Percent	
	1913	1921
Rent	20%	40%
Light, Gas	2	2
Phone	1	1
Carfare	3	3
Food	30	27
Household Supplies	2	1
Clothing	17	13
Laundry & Cleaning	3	1½
Life Insurance	3	2
Savings, Investments	6	4
Furniture	2	1
Clubs, Organizations, Magaz., Books, Church, etc.	3	1
Physicians, Dentist, Drugs	2	1½
Vacations, Outings	2	½
Amusements	1½	½
Tobacco, Candy	1½	½
Gifts	1	½
	100%	100%

Mr. Clay points out that no small part of the large relative increase in rent is because of the increased cost of fuel for heating, adding that fuel is now 300% of the 1913 prices.

An important element in this situation which should not be lost sight of is the fact that there have been general reductions of wages in nearly all trades in 1921, and there have not been proportionate decreases in rent and many other items in the cost of living, therefore the *proportion* of income paid in 1921 for rent is naturally very much greater than that of 1913, as Mr. Clay points out.

### TAX EXEMPTION OF NEW DWELLINGS.

One of the measures adopted by the New York legislature, in the effort made in 1920 to cope with the situation created in

New York City by the housing shortage, was a scheme to stimulate the construction of new dwellings by exempting from local taxation for 10 years all new houses erected for dwelling purposes within a certain period.

In our April issue we outlined the terms of the enabling act under which the cities of the state could proceed and cited the results achieved up to that time under the operation of this plan in the city of New York. The New York City ordinance had only been in force and effect for a few months at the time of making this report. Six months have elapsed since then. As the ordinance has now been in operation for over 9 months it is possible to get a very fair idea of how effective it has been.

The results achieved under it have far outstripped the fondest anticipations of its supporters; for, under the workings of this ordinance in New York City in the period from February 25th, when the ordinance was adopted, up to December 10th of this year, plans have been filed for new dwellings and new tenements in the estimated value of two hundred and fifty-six million, one hundred and seventy-three thousand, eight hundred and sixty-nine dollars (\$256,173,869) as compared with fifty-eight million, nine hundred and ninety-two thousand, six hundred and eighty-one (\$58,992,681) during the same period in the year 1920, when there was no tax exemption law in effect. In other words, under the tax exemption ordinance the estimated cost of dwellings being erected is over four times the cost of the dwellings erected without such a scheme.

Viewed with regard to the number of buildings for which plans have been filed, it appears that during the period under review with the tax exemption ordinance on the statute books, plans have been filed for a total of 22,805 dwellings (for one family or two families) and for 1175 tenement houses (three families or more) as contrasted with 7032 new dwellings and 87 new tenements in the preceding year when there was no tax exemption ordinance in effect.

Considered with reference to the number of families for whom living accommodations have been provided, it appears that during this period of the current year with the tax exemption ordinance in effect, accommodations have been provided in one or two-family dwellings for 30,669 families as compared with 8523 fam-

ilies when there was no tax exemption ordinance—an increase of accommodations for 22,146 families, or 259%.

New tenement house accommodations were provided under the tax exemption ordinance for 23,118 families as compared with 2172 families when there was no such law—an increase of accommodations for 20,946 families or 964%.

Considering the total accommodations provided, both in one and two-family dwellings and tenements as well, we find the amazing total of 53,787 families provided for under the tax exemption ordinance as contrasted with 10,695 families when there was no such law—an increase of accommodations for 43,092 families or 402%. The accompanying table from official figures furnished by Hon. Henry H. Curran, President of the Borough of Manhattan, shows at a glance the remarkable results achieved.

## TAX EXEMPTION LAW—NEW YORK CITY.

February 26 to December 10, 1921.

### ESTIMATED COST OF BUILDINGS.

ESTIMATED COST OF BUILDINGS	1920	1921
Dwellings	\$41,308,181	\$149,434,369
Tenements	17,684,500	106,739,500
Dwellings and Tenements	58,992,681	256,173,869

### AVERAGE COST PER FAMILY

Dwellings	-----	\$4,872
Tenements	-----	4,617

### NUMBER OF BUILDINGS.

NUMBER OF BUILDINGS	1920	1921
Dwellings	7,032	22,805
Tenements	87	1,175

### NUMBER OF

FAMILIES PROVIDED FOR			Increase	%
Dwellings	8,523	30,669	22,146	259
Tenements	2,172	23,118	20,946	964
Dwellings and Tenements	10,695	53,787	43,092	402

In addition to New York City, 4 other cities of the state, smaller communities with a population as indicated, have also

adopted tax exemption ordinances. They are the following: Beacon, 9,774; Little Falls, 13,029; Plattsburg, 10,909; and Saratoga Springs, 13,181.

The action taken by these smaller communities has been so recent that it is not possible at this time to determine whether this scheme has stimulated building construction in them or not.

Two other states, New Jersey and Louisiana, have also adopted tax exemption laws. The New Jersey act was adopted in the spring of 1920 (known as Chapter 355, Acts of 1920) shortly before the adoption of the New York law. It differs materially, however, from the New York statute in being a mandatory act rather than an enabling one.

So far as can be ascertained, very little if any, stimulation of building activity has resulted from the New Jersey act. One of Jersey City's leading public officials stated recently with reference to this subject: "I should say that most of the buildings erected in Jersey City under this law have not benefited the poorer or middle classes."

The Louisiana law was passed in the summer of 1921, but up to the present time has not been availed of by the city of New Orleans.

While the New York law was enacted as a temporary emergency measure, steps are already being taken to extend the period of its operation for 18 months longer than the time set in the original act. It is not, however, contemplated extending the period of exemption from taxation beyond 1932, the date originally set. Such extension, as may be expected, will apply only to the time in which new dwellings must be constructed in order to secure the benefits of this law.

This subject has aroused such widespread interest and has achieved such important results in New York City that we give below the full text of both the State Enabling Act and the ordinance adopted by the city of New York.

### **The Enabling Act.**

Chapter 949, became a law September 27, 1920, amends Chapter 62 of the Laws of 1909, entitled, "An Act in relation to taxation, constituting chapter sixty of the consolidated laws," by inserting a new section, to be called Section 4-b, as follows:



Section 4-b. *Exemption of new buildings from local taxation.* The legislative body of a county, or the legislative body of a city with the approval of the board of estimate and apportionment, if there be one in such city, or the governing board of a town, village, or school district may determine, that until January first, nineteen hundred and thirty-two, new buildings therein, planned for dwelling purposes exclusively, except hotels, shall be exempt from taxation for local purposes other than for assessments for local improvements during construction and so long as used or intended to be used exclusively for dwelling purposes, or if a building of four stories or more in height, used exclusively for dwelling purposes above the ground floor, provided construction was completed since April first, nineteen hundred and twenty, or, if not so completed, that construction be commenced before April first, nineteen hundred and twenty-two, and completion for occupancy be effected within two years after such commencement, or if now in course of construction within two years after this section takes effect.

### **The City Ordinance.**

No. 112.

#### **An Ordinance in Relation to the Exemption from Local Taxation of New Buildings Planned for Dwelling Purposes in the City of New York.**

*Be It Ordained, by the Board of Aldermen of the City of New York, as follows:*

Section 1. Pursuant to and in accordance with the provisions of section 4-B of the Tax Law of the State of New York as such section was added by chapter 949 of the Laws of 1920, entitled, "An Act to amend the Tax Law in relation to the exemption from local taxation of new buildings planned for dwelling purposes," it is hereby determined that until January 1, 1932, new buildings in the City of New York planned for dwelling purposes exclusively, except hotels, shall be exempt from taxation, as herein provided, for local purposes other than assessments for local improvements during construction and so long as used or intended to be used

exclusively for dwelling purposes, or if a building of four stories or more in height used exclusively for dwelling purposes above the ground floor, provided construction was completed since April 1, 1920, or if not so completed that construction be commenced before April 1, 1922, and completion for occupancy be effected within two years after such commencement, or if on September 27, 1920, in course of construction within two years after such act took effect.

Sec. 2. It is further ordained that such exemption shall be granted to the extent only of one thousand dollars for each living room, including the kitchens, but not including the bathrooms, in each such building, provided that the total amount of such exemption shall not exceed, for every single-family house coming within the terms of the statute, five thousand dollars of the value of the building, and for every two-family house coming within the terms of the statute ten thousand dollars of the value of the building, and for every multi-family house coming within the statute, an amount of the value of the building equivalent to five thousand dollars for each separate family apartment therein contained.

Sec. 3. This ordinance shall take effect immediately upon approval by the Board of Estimate and Apportionment.

Adopted by the Board of Aldermen February 15, 1921.

Approved by the Board of Estimate and Apportionment, February 18, 1921.

Approved by the Mayor February 18, 1921.

## HOOVER AND HOUSING.

Secretary Hoover is playing a vastly important part in the housing situation, and especially in aiding the construction industry.

A Division of Building and Housing of his Department is actively at work accumulating valuable data on all phases of the building situation and is beginning to issue helpful information for the guidance of the public.

Secretary Hoover himself is taking a very active interest in this question and is making public addresses in different

parts of the country and writing articles for various journals on the housing situation.

He is not easily stampeded into ill-considered action and is willing to suffer present evils for a while longer, if need be, in order that the workings of economic law may right a situation which can only be righted in his judgment by this means.

Speaking before the National Association of Real Estate Boards at its Annual Convention in Chicago last summer, Secretary Hoover, after pointing out the causes of the present industrial depression, gave sound advice to the business and financial interests of the whole country when he said :

We must suffer a period of duress from war, and punishment for the boom, and only until we rebuild our virtues of hard work, frugal living, more saving, sober conduct, higher honesty. These things are trite enough but they are as immutable as history and they are the only way out.

There are a few people who will not accept these hard facts, who will persist in the notion that they can by various devices avoid reaping what they have sowed. The resistance of a few groups of manufacturers or dealers to lowering prices to the general level; the resistance of a few groups of workers to accommodation of their wage to the decreasing cost of living, and the necessity of a better day's work; the refusal of some people to curtail their extravagance—all just contribute to our undoing. They have to come into the cold water in the end. They can not get more than their ratio of the total. In the meantime, they delay recovery and contribute to unemployment among the rest of us.

Discussing the question of housing more particularly, Mr. Hoover stated that a study of the successful remedies for the situation fell into two general groups: first, those that may be worked out by individuals or by local community action; and second, those involving the assistance of the Federal Government. On this point Mr. Hoover said:

As to the latter, I wish to say definitely that the Fed-

eral Government has no notion whatever of going into the housing business either directly or indirectly. It will not fix prices nor wages. There are, however, three fields in which the Government can be of important assistance.

First, the Government must as a matter of primary duty drive every combination out of business that attempts to restrain trade. Second, the Government to some degree directly or indirectly controls or obstructs the flow of credits and it therefore has a responsibility toward this part of the problem. Third, the Government can and should interest itself in dissemination of information, in scientific study of certain problems in materials and methods, and in co-operation with the industries to receive voluntary reduction in wastes, that the costs of homes may be decreased.

One of the interesting efforts undertaken by Mr. Hoover from which valuable and interesting results should flow, is the questionnaire prepared by him and sent out by President Hiatt of the National Association of Real Estate Boards to every real estate organization affiliated with the National Association. In a letter accompanying this questionnaire Secretary Hoover said:

The fundamental problems revolve around reduction of costs and the elimination of waste in construction, and making credit available upon such terms as are attractive to installment purchasers with limited incomes. The problem varies with every community and must be based on the primary accurate survey of the conditions in that particular community.

Such surveys and the remedies necessary to induce home ownership can only be determined by co-operative action among those factions of the community vitally interested in the problem. These factions are the financial institutions doing business locally, the real estate men, the building material and construction industries, labor and the public at large, which is interested in the building of a strong social foundation.

In nearly all communities there is a failure to agree



upon facts. Some maintain that money is not available, some that no shortage exists; some that buildings cost more than twice what they did before the war, others that they cost not over 50% more. Before any progress is made it is necessary that the facts be determined and to do this it is essential that a survey be made by the different elements of the population.

In a broad survey of the difficulties in the country as a whole, and the methods taken in their solution, certain facts need to be determined for each community:

“(1) A determination of the cost of building different types of homes.

“(2) A determination of the ratio of present to pre-war costs with the realization that costs will not for many years return to the pre-war level.

“(3) A determination of the different layers of income in a community in their relation to the cost of homes to be erected.

“(4) A determination of the finances available.

“(5) A determination of the availability to real estate as regards transportation as well as the righteousness of the price.

“(6) A determination of methods by which excessive costs and charges can be eliminated.”

## HOOVER BUILDING CODE COMMITTEE.

The committee of experts appointed by Secretary Hoover last summer of which Ira H. Woolson, Consulting Engineer to the National Board of Fire Underwriters is Chairman, has been hard at work for some months past and its Preliminary Report is expected at an early date.

It is naturally attacking first those broad questions which the building industry have been conscious of for some years past as adding unnecessarily to the cost of construction, without corresponding compensating advantages in the protection of the community.

One of the questions which the Committee is considering is whether 8-inch brick walls can be safely used in the construction of small dwellings, viz., those not exceeding 3 stories in height and of a certain area. The constituent members of the National Board of Fire Underwriters throughout the country were recently asked their views on this question. At the same time, tests are being made upon sample walls of varying thickness and of different materials by the U. S. Bureau of Standards. Prof. Woolson in his letter to the Underwriters points out that an examination of the building codes of the country shows that many cities now permit 8-inch walls for one and two story dwellings and in some instances for 3-story ones, and raises the question whether such walls have given satisfaction in practice.

One of the cities which has already adopted the 8-inch wall as adequate for the smaller buildings is the City of Worcester, Mass., where, incidentally, the initial action came from the Bricklayers' Union. In an article describing the efforts made in this city to bring about the change in this law it is pointed out that:

So far from permitting bad building, the amended code encourages good building—by the simple means of making it cheap. The 13-inch wall, by putting the builder to needless expense, made for frame construction of the flimsiest kind.

So, it develops that the idea which the brick industry and the bricklayers held some years ago that the thicker the walls they required, the more bricks would be sold and the more work there would be for bricklayers, is found to be fallacious. It now dawns on them that by making the use of brick cheaper, by requiring less of it, it will encourage the development of brick houses where otherwise the frame house would flourish.

Many national organizations are now actively studying this question or reducing costs through simplification and correction of building codes. One of these is the National Federation of Construction Industries, which, through its Technical Committee is making such a study. It is announced that a tabulation is to be made of allowable stresses in all

building materials, and the waste of materials in many buildings caused by working under obsolete codes will be shown by comparison with the modern specifications thus developed.

One of the subjects which the Hoover Committee will undoubtedly be called upon to give consideration to at an early date is the question of floor loads which vary from 40 lbs. per square foot to 100 lbs. in the building code requirements of the country. A study made years ago by Kidder of actual loads showed that nearly all codes were unnecessarily severe. With relation to dwelling houses, building codes impose requirements varying from a load of 25 lbs. per square foot to 60 lbs., but no conditions observable in thousands of occupied rooms seem to warrant a floor load of more than 25 to 30 lbs. per square foot for upper floors, or 35 to 40 lbs. per square foot for ground floors.

Cities that are contemplating the adoption of a new building code or the bringing up to date of an existing code would do well to await the report of the Hoover Building Committee, and should in any case promptly get in touch with that Committee through Mr. John M. Gries, Chief of the Division of Building and Housing in the United States Department of Commerce at Washington.

### LUMBER TOO.

While this study and attention is being given to the brick building, the frame dwelling is not being neglected. Valuable studies have recently been made by the National Lumber Manufacturers Association with regard to the performance of lumber, and the results of these studies have been placed in the hands of the Hoover Building Code Committee. These studies have concerned themselves with such questions as span lengths for timber joists of various sizes.

An interesting statement has recently been issued by this Association showing the great extent to which the frame dwelling figures in the building activities of the country. In submitting these figures to the Hoover Committee, Dudley F. Holtman, Construction Engineer for the National Lumber Manufacturers Association, says:

The first cost of frame houses probably can not be very

greatly reduced; for, unlike other newer types of dwellings, the frame house has come down through the ages and has been tried and experimented with until the modern frame house provides all that the American family requires in the way of shelter combined with comfort and beauty at a minimum cost. But the construction of the frame dwelling can be greatly improved without adding to the cost, so that the home owners will not have to spend money on replacement charges.

The statistics referred to, obtained from authentic statements in our files over the signatures of the building inspectors in fifty-eight (58) cities of the country representing a population of 14,204,000 people, reveal the fact that during the past fiscal year 37,947 frame dwellings were constructed in these cities and that only 7,674 other dwellings were built. In other words 83% of the total number of dwellings built in communities representing 15% of the total population of the country, were frame dwellings. \* \* \*

These figures seem to lead to the conclusion that the average American citizen, who will interest himself in home building during the next few years, is going to interest himself in the construction of a frame dwelling.

## BUILDING CODES.

To learn that the majority of cities in the United States have no building codes is somewhat of a shock and one's first reaction is that this is a very unfortunate situation. When one considers, however, the unscientific and unsatisfactory nature of most of the building codes that are now in existence, one is inclined to congratulate the cities in question upon the fact that they have delayed adopting a building code until this time. For, by waiting they will now be able to avail themselves of the scientifically prepared code which Secretary Hoover's Committee on Building Codes is now at work upon.

Richard G. Kimbell of the National Lumber Manufacturers' Association has recently made a study of the building code situation both by letter and through personal representation in all



cities in the United States containing more than 5,000 population, which included 1478 cities.

The results of the information secured by this canvass are set forth in tabular form as follows:

	Pop. over 25,000	Pop. 10 to 25,000	Pop. 5 to 10,000	Total
Number of Cities in U. S.	279	460	739	1478
Cities with Code and Inspector	210	90	46	346
Code but No Inspector	13	26	25	64
Total Number with Codes	223	116	71	410
Number with Inspector and no code	22	73	31	126
No Code and No Inspector	20	136	172	328
No Information Secured	14	135	465	614
Drafting or Revising Code	89	33	8	130

As far as information was obtained, only 410 cities (47%) for which information was obtainable have a building law, and in all probability twenty or more of these are included as a part of the original city charter. Other cities claiming codes had what were merely a set of restrictions specifying the area known as the "Fire Limits." In the majority of cases where the restrictions as to fire limits only prevail, the ordinance merely specifies the area included within such limits and requires that the buildings erected therein shall have incombustible walls and roofs, without any restrictions as to the allowable height of buildings, the maximum area between fire walls, or the character of the interior construction. As long as the exterior walls are of masonry and the roof supposedly incombustible, any kind and variety of fire trap and hazard may be constructed within the building and cover any area. In all probability, those laws are the only ones in effect as relating to buildings in 65% of the cities of over 5,000 population in this country where the construction industry is one of the mainstays of our national welfare and progress.

There are 259 cities with a population of over 25,000 and only 223, or 86% of these gave evidence of having a building code. Thirteen of those cities having codes have no enforcing officer. Twenty-three cities having no code gave

information to the effect that they do have a building inspector. His duties seem to be indefinite.

Of the 460 cities with a population of from 10,000 to 25,000 only 116, or 25% have a building law and 26 of these have no officer to enforce it. Seventy-three apparently had a building inspector but he is, presumably, the Fire Chief who acts in enforcing some of the fire prevention requirements.

Out of the total of 739 cities of from 5000 to 10,000 population, the small number of 81, or 9% have building laws and 25 of these have no means of enforcement.

The table shows quite a large number of cities from which no information was forthcoming. The majority of them are from 5000 to 10,000 population and it is safe to assume, by considering the situation in the balance of the cities of that population, that they have neither a building code nor an inspector. It was definitely determined that 42 of the cities of over 25,000 population have no building code whatever.

A number of cities which have such laws have no copies available for the use of the public, the builders and architects. Some of them are hidden away in the minutes of the council meetings. The man who erects a building or has the supervision of the construction of a building must, necessarily, delve through musty records to determine what regulations he must comply with when building.

One large city of over 135,000 population has gone so long without any constructive revision to its building code that a reprint has not been made since 1912 and the building department of that city has in its possession only one printed copy of the code. Another city has its building code included as a part of its general ordinances and a charge of five dollars per copy is made when those who wish to build desire to have the necessary information available in their offices.

The facts presented here warrant thought by our engineering, architectural and civic bodies and by all others who are in any way interested in the welfare, growth and development of our cities.

## FIRE-RESTRICTIVE ROOFS OPPOSED.

It is reported from Los Angeles that referendum petitions are being circulated throughout the state against the State Housing Act adopted at the last session of the legislature and signed by Governor Stephens on the ground that if this act becomes operative the shingle industry of California will be wiped out. The chief point of opposition is the provision of the act which requires the roofs of semi-fireproof buildings erected in future to be constructed of approved incombustible materials or to be well covered with "approved" composition fire-resistive or fire-retardent materials.

There are other provisions of the act which have met with equal opposition. Unless 35,000 signatures to a recall petition are secured before a certain date and filed with the Secretary of State, the act will become effective. It will be interesting to see how the people regard this great question of fire protection when submitted to popular vote, at the election in November, 1922.

## COST OF A 6-ROOM HOUSE.

What in all probability constitutes the most complete and accurate information that has heretofore been published with regard to the cost of an ordinary dwelling will be found in an article by Daniel Crawford, Jr., one of the leading builders of Philadelphia, published in the National Real Estate Journal of October 24th, last. In this article Mr. Crawford states that the then cost of the ordinary 2-story Philadelphia house containing 6 rooms and bath was \$6,676 as against \$8,346 in 1920, and as compared with \$2,969 in 1914, these figures being based on an operation in Philadelphia covering 100 houses.

Accompanying the article in tabular form are given the figures showing costs in the 3 years in question, viz., 1914, 1920 and 1921, grouped under the following broad general heads: Land, Street Improvements, General Conditions, Construction, Summary. In addition, there is given in close detail the rates of labor used in compiling the estimates, the cost of materials of various kinds and the percentage of increase of various sub-contracts above the 1914 figures.

Every person interested in the cost of building workingmen's dwellings should study with the greatest care these extraordinarily interesting figures.

## HOW COSTS VARY.

When one is asked "What is the cost of a workingman's dwelling?" even in normal times, the practical man is moved to respond by the inquiry "How large is a piece of chalk?" For, prices vary so infinitely in different parts of the country.

A striking illustration of this has been recently shown by estimates furnished by contractors in 40 representative cities in the United States upon plans and specifications issued by the Architects' Small House Bureau of Minneapolis. The plan of a 6-room house was the basis of these various estimates. Minneapolis apparently leads all of the other 39 cities in low construction costs, it being stated that such a house can be built in Minneapolis for \$6,000.

## THE HIGH COST OF FINANCING.

The Dailey Commission which has been Untermyering the building industry in Chicago, recently brought out testimony which shows that the cost of second mortgages in the city of Chicago runs from 16 to 62%.

## THE U. S. CHAMBER OF COMMERCE AND HOUSING.

In our last issue in discussing the building situation, we referred to a pamphlet "issued by the U. S. Department of Commerce" setting forth the results of a definite effort to ascertain from the public authorities throughout the country the volume and character of building construction during the year 1920.

Through an error the types were made to credit this report to the U. S. Department of Commerce instead of to the Chamber of Commerce of the United States of America, the organization which deserves credit for this interesting piece of work. This latter organization, by the way, has recently



issued a leaflet entitled: "The National Chamber's Civic Work" describing the services it is proposed to render to local Chambers of Commerce and communities throughout the United States, not only in the field of housing and city planning, but along various civic lines.

In relation to housing and city planning the Chamber of Commerce has this to say:

Few cities know how many dwellings they contain, or the condition of those dwellings. Yet their business future will be largely determined by their housing accommodations.

A change from single-family houses to multi-family dwellings (apartment and tenement houses) is taking place, especially in the smaller cities which have prided themselves upon being cities of homes.

City planning is becoming more and more accepted as a modern method of ensuring the use of every natural advantage and of preventing waste in city building. Chambers of commerce are leaders in securing city plans.

Under a zoning plan a city is divided into districts of three or more classes, as residential, commercial, industrial, etc. Experience shows that good zoning regulations stabilize property values, encourage construction and prevent great losses due to the blighting of neighborhoods by unwise development.

We are co-operating with chamber Committees in working out a constructive program. We have information for you as to what is being done in progressive cities. The change from single-family houses to multi-family dwellings is cause for concern to business men, as citizens, as employers. We will tell you why.

Many chambers of commerce have spent money on paper plans for their cities. What we want are effective plans actually carried into practice. The Department will furnish information and advice to a committee which is beginning to study its local problem.

The business men of America seem to have accepted zoning more unreservedly than any other proposal for civic development. It appeals to their sense of order and economy. But a bad zoning ordinance may cause injury,

an ineffective one lead to disappointment. The Civic Development Department has information ready for you to draw upon.

## HOW THE HOUSING SHORTAGE AFFECTS BUSINESS.

The country has heard considerable with regard to the bad social and economic consequences of the present housing shortage in producing overcrowding and interfering with normal family life. It has also heard much with regard to the effect upon the building industry and upon labor.

But little has been published heretofore of the numerous ways in which the housing shortage affects the whole general prosperity of the country, how the failure to build houses, for example, has a vital consequence upon so important an industry as the furniture industry of the country. Not long ago a Kansas City merchant, after commenting on the makeshift shelters that have been erected as temporary living quarters and pointing out the effect of these upon family life, added the following:

The immediate effect that may be discerned of this effort to establish homes without building the commodious houses normally desired, is the undoubted deficiency in demand for furniture and house equipment. Less direct is the effect on the wardrobes and the personal habits of the people who occupy these small houses, or the double tenanted houses. People of this territory are not used to being crowded and they are having to learn to deny themselves many possessions, not because of lack of money, but because of lack of space in which to take care of them.

I have in mind at the moment half a dozen families of my acquaintance who are living in temporary cottages. The husbands dress well for downtown, but they don old garments the minute they get home. The wives go downtown frequently, and they shop apparently much as they did before moving to these small homes, but they do not buy much house equipment for their three-room

homes, they entertain very little—and consequently have a very restricted social life.

## INDIANA ORGANIZES.

The state of Indiana has recently added one more to the list of states that have become definitely organized for housing betterment.

The last legislature made an appropriation of \$15,000 for the enforcement of the state's housing laws and W. F. Sharpe, an architect, of Crawfordsville, Indiana, has recently been appointed as Director of Housing. Albert E. Wert of Crawfordsville has been appointed as Assistant Director and a state-wide survey of the 98 cities in the state has recently been started to secure facts with reference to the enforcement or non-enforcement of the laws. It should be recalled that in 1913 Indiana enacted a tenement house law, based on the "Model Tenement House Law." This applied to all of the incorporated cities in the state of which there are 98 at the present time. Four years ago, the legislature at the instance of Mrs. Albion Fellows Bacon, the "Mother" of housing reform in Indiana and of countless other good causes, passed a supplementary law giving to the health authorities very large powers to deal with dwellings unfit for habitation.

This law has really never been operative because of the fact that no machinery was provided for its enforcement. This defect has now been made good by the action of the 1921 legislature in providing an appropriation, which, while inadequate, at least makes possible a start in this direction.

In a public statement made shortly after his appointment, Mr. Sharpe said that the duties of the new Division will include the supervision of housing conditions in the incorporated cities. In cities where there is no Building Inspection Department, all liens and specifications of tenement houses, apartment houses and other buildings in which more than two families live will have to be submitted to the State Division of Housing for approval. In the larger cities the city will co-operate with city building inspectors in the enforcement of the housing law.

Dr. J. N. Hurty, Secretary of the State Board of Health,

who enjoys a national reputation as one of the efficient state health officers of the country, after over 25 years of service, is keenly interested in the work of the new Division and in connection with its establishment recently called the attention of the public to the non-enforcement of the state's housing laws which, as he put it "have been rotting on the statute books."

One of the first pieces of work which the new Housing Division has undertaken has been to inform the public officials and the citizens of the state of the fact that they have these housing laws and what their duties are with respect to them. In a series of Tentative Rules and Regulations issued November first, the Housing Division, after calling attention to the fact that copies of the laws are now available in pamphlet form and can be had for the asking, has this to say:

The law applies to all apartment or tenement houses in all incorporated cities whether they are new buildings in prospect or old ones to be revised and prescribes certain conditions to be complied with. Private residences are included when they are to be converted into tenements or become nuisances within the meaning of the law. See Chap. 21, Sec. 7, Acts 1917.

### BUILDINGS WHICH BECOME NUISANCES.

Buildings which have become unsuitable for human habitation may be declared nuisances on a proper showing after due inspection. Such work is done through the local Health Officers or Building Inspectors, and this Division stands behind all local enforcement.

### LOCAL BUILDING INSPECTORS.

In cities having a Building Inspector he shall receive and pass upon all local building projects and shall keep a copy of all plans for said building projects on file in his office. In such cases the Housing Division will co-operate through the local Building Inspector in the enforcement of the Housing Laws and Inspectors are privileged to invoke this aid whenever desired.



## HEALTH OFFICERS AND MAYORS.

In cities having no Building Inspector the local health officer is charged with seeing that the Housing Laws are enforced, or where there is no health officer, this duty devolves upon the Mayor. Such officers shall now act as intermediary between this Division and the cases in point. All plans, therefore, for the erection of tenement houses, apartment houses, or revision of those now erected, shall be submitted through the local health officer or Mayor to this office in triplicate, two of which will be returned to the place of origin with our "OK" or recommendation for alteration to comply with the State Housing Laws, and the other copy to remain on file in this office.

This Division will in this way relieve the local officers of much routine work. The professional ethics as affecting architects' rights in plans submitted for filing will in all cases be strictly observed.

## THE ZONING LAW.

The Zoning Law is self-explanatory and requires no comment; it is a local matter, but this Division is ready to co-operate with local authorities in rendering aid in such work.

## PERCENTAGE OF LOT OCCUPIED.

The laws should be carefully studied on this point, as no longer can tenements or apartments be built to cover the entire lot, and the area which may be lawfully occupied is specified in general for each case.

## TO INTENDING BUILDERS.

All persons or corporations intending to erect tenements or apartment houses should secure a competent architect to plan and supervise the work. The attitude of a carpenter or contractor toward a building enterprise is entirely different from that of the professional architect and the saving in the long run to the owner is too well known to admit of argument. All architects in the

state are supplied from this Housing Division with a special indexed edition of our Housing Laws and with a copy of our Rules and Regulations governing the operation of the laws. They are, therefore, prepared to serve the owner promptly and efficiently.

### OUR POLICY.

It is the policy of this Division under its first Director to IMPEL rather than COMPEL the observance of the State Housing Laws. This policy, we believe, has proved to be the most effective to follow, on any subject, in a Democracy. To this end we shall first make an honest effort to acquaint all interested officials, professional men and leading citizens with the contents of our Housing Laws and the rules and regulations. We cordially invite the co-operation of all interested persons.

In conclusion, we quote the closing paragraph in Secretary Hoover's recent address to the American Institute of Architects at Washington, D. C., which states our policy in a nutshell:

"This is not a program of Government domination and interference in business. It is a program of service that can be rendered by co-operation with the building industry. The end we seek is the end of all Government, and that is to improve the daily living of all of our people. It is the desire of the Department to co-operate to solve these problems."

The Housing Division has already made brief reports on the cities of Evansville, Vincennes and Princeton. With regard to Evansville the report states that:

"Evansville has a first-class building department, and it would be only an extreme case that would call for action by the state department.

"Evansville has condemned and torn down 522 houses that were unfit for habitation, causing approximately 6,000 persons to be housed under better living conditions. They have still about 200 houses to be condemned and razed as fast as conditions and the workings of the department will permit.

"The effect of our better educational system tending to draw the lower classes from Kentucky, Tennessee, etc., to our river towns, many of them taking living quarters in the poorest and most dilapidated shacks."

Of the "Oklahoma" and "Straw Board Company" parts of Vincennes, the report says:

"Both these sections were rotten with disease, filth and the lowest class of humanity. The authorities claim to be working to bring these sections to an end."

The report says that the open vault nuisance is the worst insani-tary thing in Princeton.

"Their worst cases of housing are not as bad as the general run of towns of this size."

## NEW JERSEY ON TRIAL.

Statements are often made of the difficulties of public office and the pressure put upon public officials by petty politicians to grant special favors to their constituents.

One of the most striking instances of this kind that has recently come to public notice is found in the extraordinary request made by Governor Edwards of New Jersey to Miles W. Beemer, the efficient Secretary of the Board of Tenement House Supervision of New Jersey. In a letter signed by him in his official capacity as Governor, Governor Edwards, under date of July 26th, 1920, requested Mr. Beemer to withhold action on an order requiring the erection of fire-escapes on a tenement house in New Jersey on the ground that prices at that time were prohibitive.

This somewhat sordid evidence of an attempt by so high an official as the Governor to control the actions of a state official, even urging him to violate his oath of office and jeopardize the safety and lives of the citizens of the state would be bad enough were it not combined with the action of the Governor's appointees in evidently attempting to punish Mr. Beemer for his refusal to violate his oath of office by withholding from him reappointment as Secretary of the Board of Tenement House Supervision, his term of office having expired on June 22d, last.

Ever since that time the Board of Tenement House Supervision of New Jersey has been deadlocked on this appointment, and notwithstanding the extraordinary public support accorded Mr. Beemer, and the wide recognition throughout the state by numerous organizations and individuals of the services rendered by him in this office, the Board of Tenement House Supervision at this date remains deadlocked and this important office continues to remain unfilled to the great detriment of the people of New Jersey.

More serious, however, than this failure to fill the office, is the notice thus served to faithful public officials throughout the country that a public servant who does his duty and lives up to his oath of office and enforces laws in the interests of the people will be punished by forfeiture of that office. It is not strange that with such object lessons constantly before our eyes that each year it becomes more and more difficult to induce public-spirited and high-minded citizens to assume the burdens of public office.

## HOUSING IN PHILADELPHIA.

Housing workers have had a hard row to hoe during the war period and the reconstruction period following. Philadelphia's experience has been no exception. The 1920 Report of the Philadelphia Housing Association shows a splendid grasp of the fundamentals in housing and indicates that those directing the policies of the Association are keeping constantly before them a broad vision of Philadelphia's future needs. It is discouraging to learn that due to the serious shortage Philadelphia has for the past two or three years been losing some of its character as a "City of Homes," because of the conversion of one-family houses into multiple dwellings. Nothing could be much more unfortunate for Philadelphia than to lose out on this issue. There is no greater menace than the converted house and no problem more difficult to cope with when it has become established.

The soundness of the methods of the Philadelphia Housing Association is indicated by two definite propositions which they have endeavored to hold to during the difficult war period:

First, that housing standards must be maintained in spite of the urgent pleas for a temporary lowering of standards;



Second, that the "only real relief from the myriad evils of a housing shortage is the erection of good new houses."

Much time and effort might have been saved to many other cities in the country had they established and followed these sound policies.

A commendable effort has been made to "put over" a state housing law for Pennsylvania and while it has not so far been successful it has had good educational effect and will eventually pave the way toward better state housing regulations.

Zoning has received the attention it merits from the Association. The ground work has already been done. It now remains to prevail upon the city authorities to adopt the Zoning system.

The Housing Association has done an important piece of work through its corps of inspectors who follow up complaints and constantly prod the city departments to action. Through the efforts of the Association owners have been persuaded to spend at the rate of \$60,000 a year in voluntarily improving their properties.

Quite properly, dissatisfaction is expressed with the policy of the Division of Housing and Sanitation in the Department of Health because it acts only on complaint. Larger appropriations are necessary, however, before the Division will be able to make periodic inspection on its own initiative.

The city still has 8,000 privy-vaults on sewered streets and from 12,000 to 15,000 on unsewered streets. The prospects are that the Division of Housing will soon eliminate those on sewered streets and the Association has outlined a definite program for the provision of sewers on the streets where they are not now available.

On the whole the report presents very much the same condition in Philadelphia as is found in practically all our large cities, viz., that so much time and effort have been required during the past year or two to hold what had been gained, that there has been but little opportunity for constructive work.

BLEECKER MARQUETTE,  
Executive Secretary,  
Cincinnati Better Housing League.

## HOUSING SHORTAGE IN MASSACHUSETTS.

An interesting illustration of the valuable services to the community which a State Chamber of Commerce can render has recently been shown by the action of the Massachusetts State Chamber of Commerce through its General Secretary, Edward G. Stacy, sending out early this fall, to the Presidents and Secretaries of local Chambers of Commerce throughout the state, an inquiry asking for information on six points with regard to the present housing situation throughout the state as follows: Present Activity in Building, The Character of the Present Construction, Whether There Has Been Marked Falling Off in Building Costs, The Labor Situation, Rents, and The Approximate Shortage of Dwellings.

The returns to this interesting inquiry compiled in a typewritten report of some 13 pages describe conditions in 60 or more communities throughout the state. In general, the situation as to both the housing and construction activities are characterized as bad. On costs, as might be expected, the figures vary widely but apparently without any very definite effect upon building activities. As illustrative of the kind of information obtained, the following report with reference to the city of Clinton may be cited:

Our rent proposition has changed very little; we are still very short of houses or tenements. Families at the present time, looking for houses at a fair rental, are not able to find a single thing. Cheap rents are practically the same. Our largest corporation has during the past year greatly improved many of its cheaper tenements and made them A1. They have spent over \$100,000 on their Inn which is open to the public for meals and, during the past month, for rooms.

There has been during the past year a great deal of changing of property, people having to purchase in order to remain in the house they were renting, not as much during the past six months as just previous. There is very little building, perhaps eight of the bungalow type, not one for rent.

We are as well situated as any town in the Commonwealth as far as labor is concerned, all of our factories are running full time and several overtime, wages have been reduced very little. We should have from 75 to 100 moderate priced tenements for rent.

A recent inquiry sent out to town and city assessors throughout the state shows that about 55% of the population of Massachusetts is living in tenement houses.

## EIGHT YEARS OF CITY PLANNING PROGRESS.

Many conferences meet in spite of the disadvantages and the discomforts of the modern city. An exception to this was the recent meeting of the Conference of Massachusetts Planning Boards held at Winchester, last October. Its setting was itself a revelation of what planning can do. Few municipalities can show so many of the town planners' dreams worked out on the ground: a town center, with dignified public buildings informally grouped in a delightful setting along a reclaimed and parked stream, its bridges works of art; adjoining the center an extensive playground, replacing a disorderly railroad yard and tumbledown tannery; beyond, a metropolitan park skirting the charming Mystic Lakes and thus preserving and enhancing their beauty; connecting all these, a parkway, with trees maturing, leading through and above the town to a metropolitan reservation of wild land vast enough for real outings; within its borders the town water supply, three attractive reservoirs on a forested watershed, without a single residence to endanger its purity.

Planning in process of execution was also shown the conferees: a building line under which the main street is widening, block by block; a pond, partly reclaimed by deepening and filling the shores to permit a new entrance to the town center; and a parkway to an adjoining city, its completion awaiting favorable agreements.

Confidence was the keynote of the Conference. The value of continued effort was plainly indicated—first by attendance, 174 members; second by the large number of Planning Boards represented, 34; and third by the distinguished character of those who came as individuals—three mayors, heads of two state departments, several of the leading senators and representatives of the state, and finally the participation of the Speaker of the House, B. Loring Young, who, referred to by one speaker—pretending to jest—as the “successor” of the Governor, opened the Conference in his behalf, and proved by his enthusiastic handling of the subject and his keen suggestions for action that town planning had “got to” him.

The conference room—the “Barngelew” of the Winchester Country Club—was itself perfect and unique; an old time barn,

with hewn timbers, now become a hall, dignified, yet in the simplest taste. Here two dominant notes were struck:

“There must be a field secretary in the State Division of Housing and Town Planning!” and

“Billboards have got to go!”

Several Planning Boards reported for the first time; several old ones reported increased activity and increased means, including an appropriation for the Springfield Board of \$20,000.

Richard K. Conant, Commissioner of Public Welfare, received high praise for the work of his new Division of Housing and Town Planning, despite an almost hopelessly inadequate appropriation. The recently distributed annual report of the Division for 1920, which continues in form and serial number (Pub. Doc. No. 103) the reports of its predecessor, the Homestead Commission, contains a summary of the reports of 36 active Planning Boards in the state, a notable body of city planning work. No less than 15 cities and towns have taken up zoning (at least two more took it up in 1921). Seventeen boards organized under the mandatory law have not resumed activity since the war (4 of these did so in 1921 however) and 13 places have not yet complied with the law by establishing a board. In these 26 municipalities, particularly, the proposed field secretary of the division is needed. The Commissioner has asked for a small appropriation to inaugurate this service in 1922. The Conference heartily endorsed the proposed field secretaryship in a Resolve to be presented to the Governor.

Against the indiscriminate erection of billboards Speaker Young presented the strongest possible case, one against which the billboard interests have thus far been able to make but little impression, in their efforts to secure permits from the state Division of Highways, as required by the new law. His ten points will serve as a foundation for the arguments of each city and town that desires to be heard against the general granting of permits for billboards in its area.

They are:

Fire risk, harboring of filth, hiding of criminals and immorality, wind hazard, danger to traffic from the very fact of their taking the driver's attention from the road.



breeding of insect pests, depreciation of taxable real estate values, ugliness, and impairment of the value of public improvements, such as parks and scenic highways.

ARTHUR C. COMEX,  
Secretary, Massachusetts  
Federation of Planning Boards.

## A REAL ESTATE BOARD'S SURVEY.

An interesting illustration of the kind of public service that progressive realtors can render their community is found in the recent survey of housing conditions in Baltimore made by a special committee of the Real Estate Board of Baltimore in co-operation with the Police Department of that city. The survey in question is probably the most thorough and complete of its kind that has thus far been made in any American community; for, in order to be sure that it was accurate a canvass of all the houses in Baltimore was made. The survey revealed:

- (1) the number and nature of all vacant houses;
- (2) the extent of home ownership, including equities;
- (3) the degree of congestion existing, including both
  - a. the number of rooms available per person, and
  - b. the number of families accommodated per house;
- (4) the size, by rooms and stories, of all occupied and vacant houses;
- (5) the need for and extent of present house building in Baltimore.

The survey was completed as of March first, last, and covered 131,711 dwellings of which 2,270 were found to be vacant, or 1.7%. It is pointed out that the normal vacancy in pre-war days ranged from 4% to 6%. Even of this small number of vacant houses, more than one-half were new houses recently completed and still held for sale. Of the remaining houses, many represented old houses in bad re-

pair and virtually abandoned. The report states that of the normal and usual class of vacant houses, there were not more than 500 available on March 1st.

Beside dealing with vacancies, the report took up the questions of Home Ownership, Congestion, Rooms per Person, Number of Families per 1,000 Houses, Size of Houses, Extent of New Construction, etc.

80,426 houses, or 62.2% were occupied by their owners, while 49,015, or 37.8% were rented. The report states that it is probable that no other large city in America can show so large a percentage of home ownership.

On the subject of congestion, the survey showed that there were 1.37 rooms available per person, and as was to have been expected, that greater congestion existed in rented homes than those occupied by their owners. While this was an average for all districts, the ratio naturally varied in different parts of the city; 45% of all the houses in the city contain six rooms, the other remaining 55% are of varying sizes, no one size predominating; in fact, no other size represented even as much as 12% of the total number of houses.

The report contrasts the growth of the population of the city with the increase of new buildings in recent years and shows that the construction of new buildings has not kept pace with the increased population, due partly to the fact that new territory has been annexed in recent years. The report concludes that there is a shortage of 4,500 houses as a minimum and that it is probably nearer 6,000.

Every person interested in the housing situation should secure a copy of this report and study it with the greatest care. Copies can still be obtained, we are informed, from Mr. C. Philip Pitt, Secretary of the Baltimore Real Estate Board.

## FAMILIES PER DWELLING.

Housing reformers have long sought accurate information as to the trend of population either toward or away from congestion. Some years ago such information was obtainable from the U. S. Census. In recent years it has not been so obtainable.

Now, apparently, the powers that be, have realized the desirability of compiling such information. A statement recently issued by the Bureau of the Census gives the most complete information on this subject.

From this it appears that the population of the United States as enumerated at the Fourteenth Census, 105,710,620, was grouped into 24,351,676 families residing in 20,697,204 dwellings, the average number of persons to a family being 4.3 and the average number of persons to a dwelling 5.1.

According to the census usage the term "family" signifies a group of persons, whether related by blood or not, who live together as one household, usually sharing the same table. One person living alone is counted as a family, and, on the other hand, the occupants of a hotel or institution, however numerous, are also treated as forming a single family. Thus the census family in some cases differs greatly from the natural family, but the averages afford a fairly accurate index of the extent to which the size of families has been decreasing from census to census.

The term "dwelling" as here used signifies any building or structure in which one or more persons regularly sleep. It may not necessarily be a house in the usual sense of the word. A boat, a tent, a freight car, or a room in a warehouse, if it serves as a regular sleeping place for one or more persons, is treated as a dwelling. On the other hand, an entire apartment house, although the abiding place of many families, constitutes only one dwelling.

The average number of persons to a family in the United States has declined from 5 in 1880 to 4.9 in 1890, 4.7 in 1900, 4.5 in 1910, and 4.3 in 1920; and the average number of persons to a dwelling has decreased from 5.6 in 1880 to 5.5 in 1890, 5.3 in 1900, 5.2 in 1910, and 5.1 in 1920.

In general, the average size of families is greatest in the southern states and smallest in the western states. The number of persons to a dwelling is greatest in New England and the Middle Atlantic states and smallest in the western states. Among the individual states, the number of persons to a family in 1920 ranged from 3.5 in Nevada to 5 in North Carolina, and the number to a dwelling from 3.7 in Nevada to 7.8 in New York.

The following table presents statistics as to dwellings and families for the United States as a whole for each census year from 1880 to 1920.

DWELLINGS AND FAMILIES,  
UNITED STATES AS A WHOLE: 1880-1920.

Census Year	Population	Number of dwellings	Number of families	Persons to a dwelling	Persons to a family
1920	105,710,620	20,697,204	24,351,676	5.1	4.3
1910	91,972,266	17,805,845	20,255,555	5.2	4.5
1900	75,994,575	14,430,145	16,187,715	5.3	4.7
1890	*62,622,250	11,483,318	12,690,152	5.5	4.9
1880	50,155,783	8,955,812	9,945,916	5.6	5.0

\*Exclusive of population (325,464) specially enumerated in Indian Territory and on Indian reservations, for which statistics of dwellings and families are not available.

## BROOKLYN'S NEW SECRETARY.

The Brooklyn Bureau of Charities has recently chosen John H. McCandless of Washington, D. C., to be the secretary of its Housing Committee, and to direct its activities in support of the tenement house law and the promotion of good housing in Brooklyn. Mr. McCandless was formerly identified with the Associated Charities of Pittsburgh and Harrisburg, and comes directly from three years' service with the National Headquarters of the Red Cross, as Director of Disaster Preparedness.

## CAN THE NEW YORK TENEMENT BE IMPROVED?

Can the type of tenement house which is now being constructed in New York City under the provisions of the tenement house law be materially improved? That the type of house can be very much improved, if financial and economic considerations are not considered, is of course obvious.

This whole question has recently been raised anew in the



announcement of a competition for plans of improved tenements offered by the trustees of the Phelps-Stokes Fund of which Mr. I. N. Phelps Stokes, the well-known New York architect is President. This new effort to review the adequacy of the so-called new-law tenement and to consider whether it cannot be very much bettered as a building is due to the initiative of Mr. Stokes, who rendered such yeoman service in connection with the work of the New York Tenement House Committee when originally formed in 1898 in association with Mr. de Forest, Mr. Veiller and the other members of that committee.

Under the auspices of the Chamber of Commerce of the State of New York, the Merchants' Association, the Advisory Council of Real Estate Interests and the Real Estate Board of New York, an architectural competition, in fact, two competitions, a preliminary one and a final one, have been arranged.

The purposes of this competition are set forth as follows:

The following named representative New York City Organizations, with the hope of stimulating the development of better and more economical types of tenement houses, and of securing preferential consideration and higher building loans, based primarily on superiority and economy of design and construction rather than on actual cost, thus helping to solve the present housing problem and shortage, and encouraging new construction, invite architects to submit plans in an anonymous competition for the design of improved city tenements.

The Trustees of the Phelps-Stokes Fund, believing that this plan offers an unusual opportunity for public service, as well as a safe and profitable investment, have offered to defray the expenses of this competition, and to supply, as an investment, the funds necessary to construct one 100 foot unit, or two 50 foot units, on the designs of the architect receiving the first award in the competition.

It is hoped that this competition will stimulate the interest of architects and investors in the economic planning and construction of city homes for wage earners, by showing that, through the application of scientific principles of design and construction, such buildings can be made to yield satisfactory commercial returns, combined with lower rents than pertain at present. \* \* \*

The primary and specific object of the competition is to obtain type plans of model units which shall embody in themselves to a high degree the advantages of economy of construction, convenience of plan, privacy, good light and ventilation, cheerful outlook, and as great as possible a concentration of light and air space.

Other things being equal, a preference will be given to plans which, without sacrificing any of these qualities, insure them in a still higher degree when reproduced or combined in block form.

Five architects who have specialized in "economic planning" have been invited to take part in the Preliminary Competition and will each be paid a fee of \$500. The Preliminary Competition will be open, without fee, to all other architects, members or past members in good standing of the New York and Brooklyn Chapters of the American Institute of Architects and the New York Society of Architects.

The jury consists of Mr. Alfred E. Marling, Chairman, representing the Chamber of Commerce of the State of New York; Mr. William Fellowes Morgan, representing the Merchants' Association of New York; Mr. Adolph Bloch, representing the Advisory Council of Real Estate Interests, and Mr. Alexander M. Bing, representing the Real Estate Board of New York; Mr. Otto M. Eidlitz, the well-known New York builder, and Mr. I. N. Phelps Stokes, President of the Phelps-Stokes Fund, and in addition two architects to be named respectively by the Presidents of the New York Chapter of The American Institute of Architects and of The New York Society of Architects.

From this Preliminary Competition the jury will select not less than 5, nor more than 7 designs as in their opinion the best, and the authors of these selected designs will participate in the Final Competition and will receive therefor a fee of \$500 each. The winner of the Final Competition will be employed by the Phelps-Stokes Fund as architect of a model tenement to be built by them. The winner of the second prize will receive the sum of \$1,500, and of the third, \$1,000. The submission of the plans for the Preliminary Competition will close on December 29th, and the choice of the jury will be announced not later than January 7th. Three weeks will then be given to those participating in the Final Competition to submit their designs. It is hoped that the announcement of the winners in the Final Competition can be made before February first, when it is expected the winning designs and others will be placed on public exhibition in New York City.

Full details of the plans for this competition can be obtained from Mr. I. N. Phelps Stokes, 100 William Street.

## THE STUCCO HOUSE.

All architects and persons interested in the development of artistic houses for workingmen will be keenly interested

in the very attractively printed book of 96 pages issued by the Atlas Portland Cement Company and bearing the title of "The Stucco House." The use of stucco for residence purposes is discussed in five chapters which include a short history of the use of this material from the earliest time, the methods of applying stucco, the various stucco textures and finishes, including the coloring of stucco and the details of aggregates and the application of stucco from the constructional point of view.

One of the most interesting features of the book is the chapter entitled, "Remodeling With Stucco" describing the almost unbelievable changes, from an architectural point of view, that have been wrought in old houses, most of which, if one may judge from the illustrations, might appropriately have been classed as "architectural abortions" and which now, through skillful remodeling and the use of stucco have become most charming residences.

#### **"HOUSING PROBLEMS IN AMERICA," VOLUME IV, WANTED.**

Any person who possesses a copy of "Housing Problems in America," Vol. IV, who would like to dispose of it for \$2 will be conferring a favor upon one of our members who is very anxious to possess this volume. In that case will he kindly send it to the office of the National Housing Association which will be glad to reimburse him in this amount.

#### **HOOVER TAKES UP ZONING.**

Secretary Hoover of the Department of Commerce has recently appointed an Advisory Committee on Zoning composed of the following persons representing the following organizations: Edward M. Bassett, New York Zoning Committee; John Ihlder, Civic Department, U. S. Chamber of Commerce; Morris Knowles, U. S. Chamber of Commerce; Nelson P. Lewis, American City Planning Institute and National Municipal League; Louis A. Moses, National Association of Real Estate Board; J. Horace McFarland, American Civic Association; Frederick

Law Olmsted, American Society of Landscape Architects; Lawrence Veiller, National Housing Association.

The Committee has already had several meetings and is at work formulating recommendations to Secretary Hoover as to the ways in which the Department of Commerce can be of aid to the cause of Zoning throughout the country.

The committee is functioning through Dr. G. S. Stratton, Chief of the Bureau of Standards of the Department of Commerce, and more directly through Mr. John M. Gries, Chief of the Division of Building and Housing.

## HOME BUILDING MADE EASY.

An interesting and practical method of stimulating the building of homes has been developed by the Chicago "Own Your Home Exposition," which has recently issued the following announcement of a free service to persons who may be desirous of building homes.

"During the period when the Expositions are not in progress we endeavor to carry on this educational work by giving out general information on specific inquiries concerning the following subjects:

**ARCHITECTS' PLANS**—We will send on request a list of reliable architects, also advise where small house plans and information to aid in planning the home, can be secured.

**FINANCING THE HOME**—We will send a list of Savings and Loan Associations, and Savings Banks. How to begin saving for a home. The initial payment and how much can be placed on mortgage.

**SELECTING A BUILDING SITE**—If you want to know about where to build we will send you on request a list of reliable real estate men offering desirable home sites for sale in and tributary to Chicago, whose literature and service will be available.

**CHARACTER OF CONSTRUCTION**—You will be told where and how to get detailed information concerning the value and use of Brick, Lumber, Concrete, Stucco, Hollow Tile, or other materials in building.



**CONTRACTORS AND BUILDERS**—A list of builders and contractors will be sent you on request.

**HEATING AND VENTILATING**—We will send on request a list of reputable concerns who manufacture heating apparatus of every character, including instantaneous water heaters.

**SANITATION**—We will send on request a list of reliable concerns manufacturing plumbing equipment, also put you in touch with plumbing contractors who specialize in home work.

**INTERIOR DECORATIONS AND HOME FURNISHINGS**—We will send on request a list of interior decorators and home furnishing houses.

**HOUSEHOLD ECONOMICS**—We will send on request a list of concerns handling labor saving devices which take the drudgery out of housework. All inquiries must come by mail. Enclose postage stamp for reply.

Address: OWN YOUR HOME EXPOSITION, 15 East Van Buren Street, Chicago, Ill.

## TOWN PLANNING INSTITUTE OF CANADA.

Students of town planning will be very much interested in recent issues of the Journal of the Town Planning Institute of Canada which contain a number of articles of universal interest as well as many of very decided local interest.

The December issue which is largely a "Montreal Number," devotes itself chiefly to the situation in Montreal and gives the substance of the papers read at the Town Planning Conference held in Montreal the end of September, to which we referred in our last issue.

In this number there is reproduced a plan of Montreal as it was in 1760 at the time of its capitulation to the English and a colored plate of the present plan of the city.

The issue in question contains a number of articles with reference to Zoning. One of these is an article by George B. Ford of New York, entitled "Zoning Pays." Another article deals with "Congestion in Cities."

In the October issue will be found an extremely interesting discussion of the town of Lens, Saskatchewan, one of the few soldier settlement colonies on this continent. Another extremely valuable article is a study of a 5-acre subdivision laid out originally on gridiron lines and later developed with regard to the topographical conditions that exist. In this study is brought out the number of lots obtained under the two schemes, the amount of frontage, the proportion of street area and the amount of excavation and fill, in addition to other details.

An interesting analysis of the town plan of Kitchener in Waterloo County will have much interest for students of town planning.

### **\$2 A LOOK.**

While we have heard much talk of the abuses in England that have grown up in connection with the renting of houses, in order to evade the provisions of the rent laws, charges being made for items known as "key money," and while there have been similar instances in New York and other large cities of this country where janitors have "shaken down" prospective tenants, Toronto, Canada, seems to hold the record. It is reported that here landlords have been asking prospective tenants \$2 for the privilege of merely looking at apartments. One prospective tenant who complained with regard to this charge asking if it would apply on the rent if he took the apartment, was told: "I charge you \$2 to look at the place. It has nothing to do with the rent."

# Housing Betterment

JANUARY, 1922

A Journal of Housing Advance

Issued Quarterly by  
The National Housing Association





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# Housing Betterment

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## THE BUBBLE BURSTS.

### ENGLAND'S HOUSING POLICY.

The sound sober sense of the British people has at last awakened to the impossibility of continuing for any length of time on the unsound lines on which the housing policy of the British Government was planned.

A little over a year ago we devoted one entire issue of this journal\* to a presentation of the various phases of the British Government's housing policy and the methods employed by it in meeting the housing shortage.

It was pointed out at that time that the scheme was on an unsound basis from the economic point of view and that it was only a question of time before the British public would realize that the taxpayers could not bear the burdens which were being heaped upon their shoulders. As stated then:

England was engaged in the colossal task of building 500 000 houses at the staggering cost to the taxpayers of Great Britain of over one hundred million dollars (\$100,000,000) *loss* every year for a period of 60 years.

We said at that time:

What will happen when with these increasing burdens of taxation, caused by schemes of this kind, the cost of living becomes intolerable, one hesitates to predict.

In our June issue we described the new policy of the Government, enunciated shortly after the appointment of Sir Alfred

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\*See Housing Betterment, September, 1920.

Mond as Minister of Health to succeed Dr. Christopher Addison, who, upon his retirement from that position remained in the Cabinet as Minister without Portfolio.

Last July, upon the sudden resignation of Dr. Addison, the British public was treated to an interesting display of political fireworks in his vigorous attack upon the Government. Dr. Addison made the changed policy of the Government in its housing schemes the reason for his resignation, though it had been evident to all observers of political conditions for some time past that there was grave dissatisfaction with the policy of the Government in continuing a Minister without Portfolio at a salary of £10,000 a year with no functions or duties, at a time when burdens of taxation and the expenses of government had become unbearable.

### THE DEBATE IN PARLIAMENT.

Dr. Addison's resignation, it would seem, was merely anticipating an action that was inevitable, if one may judge from the debates in Parliament for several weeks prior to that event. Students of housing as well as of political dialectics will find themselves amply repaid in reading the debate which took place in Parliament on July 21st in connection with the vote on the Ministry of Health Appropriation (Parliamentary Debates, House of Commons, Vol. 144, No. 103, pages 2458-2571).

At this time Premier Lloyd George defended the Government's policy attacked by Minority Leader Asquith and by Dr. Addison, who took this occasion to explain to his constituents and the public the reasons which had impelled him to tender his resignation from the Cabinet. We regret that limitations of space do not permit us to reproduce here the major part of this interesting discussion, in which all phases of the Government's housing policy were subjected to the most minute examination and consideration. No student of Government housing, either in theory or practice, can afford to neglect a firsthand knowledge of this debate.\*

That the British public has fully understood the situation is evidenced by the following editorial comment from the Evening Standard (London) of July 15th:

We cannot pretend to regard Dr. Addison's resignation as

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\*The printed Record can be consulted at the office of the National Housing Association.



a loss to the Government or to the country. Dr. Addison was a thoroughly well-meaning and most industrious Minister, and, taking his official career as a whole, it may be that his qualities outweighed deficiencies which can hardly be ignored. It is clear, however, that he was not a success at the Ministry of Health; his position as Minister without Portfolio has never been justified; and, if we regard the retirement simply as a personal matter, we think he will gain rather than lose in the public esteem by the action he has taken.

But Dr. Addison is, we think, rather ill-advised to make his resignation the occasion of a furious attack on his late colleagues. It is easy to talk about a "breach of faith," a "betrayal of solemn pledges," "shifting opportunism," "neglect of conviction," and so forth. It is easy, and no doubt accurate, to say that the great housing schemes which he elaborated were constructed with the concurrence and consent of the Cabinet, and the approval of the Prime Minister. Even in these days of weakened tradition, it is not to be supposed that the Government as a whole will decline responsibility for the activities of a departmental Minister.

Let it be admitted, straight away, that the Government as a whole made a great miscalculation. The question is whether there is a moral obligation to go on after it is clear that the country cannot support the burden of the grandiose schemes of the Ministry of Health.

The technical journals devoted to the interests of building and architecture have similarly recognized the essential elements involved in the termination of the Government's housing policy. Under such headings as "The Housing Debacle," "The National Housing Bubble," and similar headings, they have hailed with a sigh of relief the termination of the Government's "madness" and a return to sanity.

### HOW THE ARCHITECTS REGARD IT.

One of these journals voiced its comments on the situation as follows:

To summarize: The net result of the Government's scheme, after a very generous period for trial, is that a few thousand

houses have been built, and often indifferently built, at very high cost, which even if let at rents which those for whom they were intended can in many cases certainly not afford to pay, will leave the tax-payer and rate-payer under a heavy burden for years to come. We have all, during a period of quite unreal prosperity, opened our mouths too wide, and now we have to face the inevitable result. What is the lesson? A nation cannot supply free houses any more than it can supply free clothing outfits. Houses must be built as a paying business concern, and this is the fundamental principle to be accepted. The only way this can be done is by utilizing the ordinary channels of private enterprise which, now freed from the incubus of the Finance Act, and with, we hope, a sane and reasonable attitude from labor in immediate prospect, ought to be able to tackle the problem in time.

The Architects' Journal commenting on this situation editorially, says:

The one bright ray of hope that emerges through the gloom is the final proof this fiasco has afforded of the utter incompetency of the State to control civil industry. With its competent munition work it won the war, but the case was fundamentally different. There we had the people pulling together wholeheartedly and quite regardless of expense. The object was not to balance the ledger, but to beat the enemy; and it is now plainer than ever that the State can perform the one feat but not the other. It should take the lesson to heart, and shun bureaucracy, keep off industry, and repent in sackcloth and ashes for the widespread calamity that must ensue from its misguided interference with housing, making reparation where it can, particularly towards those architects who are likely to suffer severely through trusting to its persuasive promises.

Commenting on the Report of the Departmental Committee on the High Cost of Building Working Class Dwellings, and attributing a large portion of this cost to the undue stimulation of demand for materials and labor by the Government in its housing schemes, this journal adds:

This report, it will be seen, definitely, though delicately,

gives the *coup de grace* to the grandiose National Housing Scheme, which, begun with a tremendous flourish of trumpets, prosecuted at enormous expense, responsible for the recruiting of an army of experts who are now being ruthlessly scrapped, occupying weeks of the close attention of Parliament, expending enormous sums of money, setting the municipalities by the ears, raising among the workers expectations that were doomed to disappointment, is now finally fizzling out like a damp and malodorous squib. It is impossible to calculate what, from first to last, this futile firework must have cost; presumably an enormous sum, fortunately not ascertainable.

### WHAT THE GOVERNMENT'S POLICY NOW IS.

There has been so much misunderstanding of what the changed Government policy means that perhaps it might be appropriate to state just what is involved. In announcing the changed policy Sir Alfred Mond, the Minister of Health, stated that, under an arrangement made between his predecessor (Dr. Addison) and the then Chancellor of the Exchequer, the number of housing schemes which the Government contemplated had been reduced from 500,000 to between 200,000 and 300,000 houses; that now it was proposed to limit the number of houses to 200,000, of these 176,000 houses were to be built by the local authorities, and in addition 24,000 or 25,000 houses were to be built by private builders under the Subsidy Scheme. He added that the country now had a permanent burden for 60 years of ten million pounds (£10,000,000) *a year* on their taxes in order to provide these houses and went on to say:

We had incurred a commitment of over £600,000,000 and the Government were trying to review the situation at a time when there were sufficient contracts and tenders approved to occupy for at least 12 or 18 months the whole building facilities of the country. Was not that the best time, he asked, to call a halt, and was that not the only method? Roughly, we should spend ten millions a year for 60 years. They were in a very difficult quagmire, and what they wanted to do was to allow business to stabilize. If contracts which had been taken at high prices and could not be carried out

had been delayed, the houses would cost less money. The saving he was effecting was  $4\frac{1}{2}$  millions (pounds). What would be the use of proceeding with great building schemes if the result was to increase taxation, unemployment, and trade depression? He was not unhopeful that arrangements would be made by which local authorities who desired to complete schemes which had been developed would be enabled to do so. In any event no losses in respect of postponed schemes would fall upon local authorities beyond the penny rate. He proposed to be generous and fair to the local authorities. Any reasonable expenditure incurred in the preparation of plans and specifications in connection with suspended schemes would be recognized as entitled to financial assistance. Care would be taken that local authorities should not suffer financial hardship in consequence of the abandonment of schemes.

As regards subsidized houses, Sir Alfred Mond said that between 25,000 and 30,000 houses had been erected under the builders' subsidy. He found that many of the houses did not really come within the purpose of the housing scheme. About one-third of the houses so erected were working-class dwellings and among the remainder were such houses as week-end bungalows. \* \* \* He was greatly concerned, as they all must be, at the whole position. But it was no use building Garden Cities for an insolvent people. It is no use providing houses at rents, which he had been assured by honorary members opposite, working men could not afford to pay. In view of the financial conditions, it was practically impossible for the Government not to adopt the course which it was adopting today.

As illustrative of the effect of the changed policy of the Government, may be cited the fact that the housing staff of the Ministry of Health has been reduced to the barest minimum. In a statement made in the House of Commons last August, Sir Alfred Mond stated that he expected to reduce the annual cost of the housing staff of the Ministry, both at headquarters and in the Regional offices from £323,647 on June 30th, last, to about £70,000, thus involving a reduction in personnel from 1,043 to 160, adding that the cost up to that time of the Departmental organization was estimated to be equivalent to about 50 shillings per house built.



## UTILIZING THE UNEMPLOYED.

With the serious unemployment situation which has existed throughout Great Britain during the entire Fall there has been talk of new housing schemes and a new housing policy suggested as a means of relieving unemployment.

One of the projects agitated has been the employment of Great Britain's then unemployed (estimated at the end of September as 1,500,000) by utilizing them in the building of a number of Garden Cities scattered throughout Great Britain, thus utilizing labor not only in the building trades but in all kinds of public works involved in the building of a number of complete towns. Although it was stated that this scheme was having favorable consideration by the Government early in October, nothing seems thus far to have come of this project. The Government's housing policy still, however, continues to be discussed publicly at various intervals. Dr. Addison shows no inclination to let the Government rest in peace and in a number of articles in various journals and magazines continues to call the public's attention to the great importance of housing, and in so doing is rendering a distinct public service.

The statements made by Mr. Lloyd George in the House of Commons in connection with his defense of the Government's new housing policy, that the building trade was fully employed with the various schemes that the Government was now committed to, seems to have raised considerable discussion and various statements have emanated from both sides attempting to show the status of the building trades at the present time.

At Cockerton estimates submitted to the Housing Committee of Darlington for 120 houses showed a price of £568 10s. for the non-parlor type of house as against £875, and £620 for the parlor type of house as against a price of £987, the last price submitted in this district. The interesting thing is that these prices are almost £500 per house less than the prices prevailing about a year ago.

## LOWER BUILDING COSTS.

One interesting development that may be fairly attributed to the changed housing policy of the Government is in the decreased cost of dwellings for which contracts are now being let. A recent contract made in the Goole Urban District for building 14 workmen's dwellings under the Housing Scheme showed an

estimated price of £500 per house which a few months ago it is stated would have cost £750 a house, and a year ago over £1,000 per house.

Commenting on this decreased cost of building, Sir Charles Ruthen, speaking at a public meeting held in the latter part of November said:

Figures would prove that immediately the Government decided to restrict the number of houses under the present scheme the output per man went up, and obviously the cost of houses went down. More important still, the number of completed houses went up. He believed in a short time we should be within reach of a £500 parlor-type of house, and that would be the rock-bottom price of the post-war house. It would represent a house which before the war cost from £250 to £300.

An interesting symptom of the tendency toward this reduced cost of building is to be found in the contracts made early in December by the London County Council for 83 houses on the Old Oak Estate at Hammersmith where the bidders gave an average price of £650 per house, a reduction it is stated of about 31% on the prices current a year ago.

Similar estimates for other developments of the London County Council showed a reduction of 35%. An interesting feature of these estimates was the fact that the London Guild of Builders submitted estimates in competition with a private contractor and their estimate was about £4,000 in excess of that of the private contractor.

In a private letter received very recently from a competent observer, the present situation is thus summed up:

The general position here is pretty stagnant. The prices have dropped, very largely because very few tenders are being accepted, and those only for houses reduced in every detail. The general feeling, I think, with those who know, is, that the 1919 Housing Policy is dead, buried and without hope of resurrection, but that the outcry for houses will become irresistible as soon as general prosperity revives and that the country must be prepared to meet it. There is not at present any sign whatever of private enterprise taking up the burden.

## W. R. DAVIDGE'S VIEWS.

W. R. Davidge, the well-known Town Planner and late Housing Commissioner of the Ministry of Health for the Southern Counties and London Area, and who therefore has had the advantage of seeing the Government housing work from both the inside and the outside, in an interesting address delivered the latter part of November on the subject of "The Future of Housing and Town-Planning" discusses the Government's policy as follows:

It seems but yesterday since all the enthusiasts and all the politicians agreed that housing, come what may, must be the first plank in their programme—that that plank, at any rate, must be provided, and provided at once.

### WALKING THE PLANK.

It is but yesterday that not a few of those same enthusiasts and at least one politician were forced to walk that plank, while the rest have drawn back only just in time. The politician has been let down—badly—but the plank still floats, and only wants hauling up and overhauling to put to some useful purpose once again. It is a good sound plank, but has been used for base purposes; or, at any rate, somebody has been playing practical jokes with it.

Can anything be done with housing? At present the Government scheme is more or less in the hands of the Official Receiver with a view to cutting losses and winding up the concern; but this simply means that the plank, having fallen overboard by accident or design, has got to be hauled up before it can be used properly.

Having hauled it up, what then?

The finances of the Government scheme were obviously unsound from the start. From the first the scheme was frankly an emergency measure to deal with a national emergency. The subsidy, whether of local authorities or of private builders, obviously could not last for ever, but few expected that it would come to such an untimely end.

### CAUSES OF THE FAILURE.

The causes of the failure of the Government with regard to housing are fairly well understood.

They may be summarised as—

- (a) Failure to rightly estimate the extent of the liability, especially in view of the unforeseen increase in the cost of building and the increased stringency of national finance.
- (b) Too short a limit of time for Government assistance.
- (c) The absence of any incentive to economy.

The methods by which the losses are being “cut” are quite as unsound and will in most cases result in large losses and no houses, in order to avoid possible larger ones and recurring liabilities if the houses are provided.

It is not by any means certain, however, that the programme of Government housing is definitely ended. A new regime of stopping expenditure has been entered upon, but the old facts remain, and houses will still have to be built.

\* \* \* \* \*

At present everything is being slowed down with the evident intention of stopping at once, so far as the present financial scheme is concerned, and with such an unsound financial basis it is now evident that no other course was possible, though the tragedy of it will remain until something better takes its place.

If a new Government scheme is to arise on the ruins, it must be on an entirely new basis. The suggestion has been made that the whole trouble is due to the local authorities' liability being limited to a penny rate, and to the Government's liability for the remainder being unlimited, but a moment's investigation will show that this is not so.

If a loss has to be borne by the public the proposition is equally unsound, whether the loss comes out of the taxes or out of the rates.

A limited grant may possibly be paid on a limited number of houses, but nothing like an adequate supply of houses can be obtained until they can be built on an economic basis.

#### RENT RESTRICTION THE CHIEF FACTOR.

The fundamental difficulty lies in the Increase of Rents Restriction Acts, which still keep the rent of a house far below



what it would be in an open market. The ridiculous prices which many people are willing to pay for their houses indicate to some extent what may be expected when restrictions are removed, and the present difficulties of housing finance indicate what may be expected to continue if these restrictions are not removed.

It is obvious that the Government's failure in housing finance is due in part, at any rate, to the measure of their success in keeping back the rising tide of rents. It is true that they have allowed the tide to break through to the extent first of 10%, then 30% and now 40%. Can they stop it going any higher? Like Canute, they have done their best, but they are bound, sooner or later, to let the tide rise—at any rate, sufficiently to float the “plank.” Failing that, they must be prepared to carry the plank themselves!

They were quite unable to deal with the price of building materials, not to mention labor, and the rising flood burst through those gates and joined the rest. The plank floated for the moment, but prices and plank have now come down with a bump—in the mud.

Prices may run away lower, but the plank will not float until it gets sufficient water to float it. \* \* \*

It may be taken as an axiom that no housing scheme can be regarded as a success unless it pays its way. That is to say, the price of building must come down and rents must go up to such a level that economic conditions are possible. Under such a scheme local authorities would share the increase in rental and capital value and should also share the responsibility of spending the money wisely. \* \* \*

To sum up with regard to housing, unless *some* form of subsidy is continued, very few houses are likely to be built until the Rent Restriction Acts are put on such a basis as will ensure a progressive movement towards an economic rent. Meanwhile the local authorities can reasonably demand that the Government will see them through with such undertakings as are in their opinion necessary. It can no longer be on the basis of their own liability being limited to the penny rate, but it might well be on the basis of a lump sum or an annual subsidy per house, so long as the rent restrictions are in force, and reducing annually in amount as the rent is gradually raised to the new level.

## THE FRIENDS OF HOUSING CRITICIZE EQUALLY THE GOVERNMENT'S POLICY.

The Garden Cities and Town Planning Magazine, commenting editorially on the situation, points out the unsoundness of the Government's policy in the following terms:

The great housing scheme under the Acts of 1919, has now broken down, and although it is declared by the Government that there is sufficient work under contracts already in hand to keep the building industry employed during the next 18 months, there is no duty more imperative than the formulation of a new scheme to replace the one now abandoned. The old scheme broke down because it depended upon a method of subsidization that everyone knew to be unsound. And it broke down because, although the first Act of 1919 had some provisions of a permanent character, the financial sections were temporary and the whole of the administration under the Act was on an emergency basis.

The idea of a desperate emergency governed the entire machinery of the scheme and pervaded the atmosphere in which it was set to work. Consuming haste and hectic propaganda went hand-in-hand. Everywhere pressure was exercised to increase speed, and no means were neglected that might move laggard authorities, excite the alarm of the public and get the support required.

People like ourselves who urged that the housing scheme should be made to contribute to the economic strength of the country by building on the Garden City principle, were impatiently pushed out of the way. Nothing but grandiose municipal schemes, providing for thousands of houses under conditions that only complete indifference to economic considerations made conceivable, gave satisfaction to the statisticians of the Department. Yet it became clear, almost as soon as the machine began to work, that speed was the last thing possible.

If 100,000 houses could have been built the first year and the same number the next (that is 200,000 up to the present date), as we were led to believe, there might have been something to be said for the scheme, in spite of the great waste of money that would have been involved. But the houses were not built, though the late Minister of Health and his

officers worked hard and with undoubted good will. The Minister set himself, or was set by the Government, an impossible task. For our own part, devoted as we are to the cause of housing, we always believed it to be impossible. We never saw anything commendable in a scheme that meant the violent stimulation of municipal building apart from town-planning control. And we believed that a satisfactory housing scheme required a permanent basis.

### A COUNTRY-WIDE EDUCATIONAL CAMPAIGN.

In the meantime, the National Housing and Town Planning Council under the leadership of its energetic executive officer, Mr. Henry R. Aldridge, is carrying on a campaign throughout all England stimulating and guiding public sentiment to the end that a housing policy may be adopted which will insure the building of houses. Members of Parliament will evidently not be allowed to allow the Government's housing policy to go by default.

In a recent memorandum issued by this organization it is stated that:

Whilst it is urged that at the present stage energy should be concentrated upon administrative work in carrying through to success the policy entered upon in 1919, it is however clearly recognized that even when 500,000 houses are built the terrible problem presented by the persistence in many centres of populations of wretched congeries of miserable dwellings in which life is lived at only half values, will remain unsolved.

It will not be possible until the detailed Census Figures are published, to determine whether general housing conditions have greatly improved since 1911. The Census figures then recorded that out of the 8,005,290 separate homes in England and Wales upwards of a quarter of a million (254,710) of these were one-room homes, two thirds of a million (660,472) two-room homes, more than a million (1,107,873) three-room homes, and nearly two million (1,981,428) four-room homes.

But whether the conditions are found to be better or worse than those revealed in 1911, the need for building up a comprehensive long-run policy of housing and town planning betterment is undeniable. It has therefore been decided that the National Council shall set up a Housing and Town Plan-

ning Enquiry Committee for the purpose of framing a National Policy sufficient in its scope and character to secure not simply the amelioration of present conditions but the provision of such conditions both in regard to housing and town planning as an enlightened community may regard as providing a solution of a problem which vitally affects the national honor.

This Committee will be in effect a Voluntary Commission set up by the Council for the purpose of defining in clear terms the greatest common measure of agreement amongst housing and town planning experts concerning an adequate National Housing and Town Planning Policy and including the constructive steps essential to its realization.

The Garden Cities and Town Planning Association and the Town Planning Institute are being invited to co-operate in the work of enquiry with regard to those points in which these Associations are especially concerned.

## RENT STRIKES IN ENGLAND TOO.

In our last issue we alluded to the attitude of the tenants in the Government's war-housing schemes in this country; where, almost uniformly, organized opposition had been made to reasonable increases in rent, even in some cases after the Government had ceased to be owner of the property in question, and made this the text of a sermon on the dangers inherent in Government housing.

Apparently this attitude on the part of tenants of Government housing schemes is not limited to America; for, a rent strike has been going on for over a year in one of the big Government housing schemes in England, at Well Hall, the war-housing development of the Government in connection with the Woolwich Arsenal. All the usual accompaniments of a rent strike have been observed. Houses have been picketed and the tenants have banded together and agreed not to pay the increase in rents demanded by the London County Council under whose control the houses are.

Practically all of the tenants are people employed in the Woolwich Arsenal and the rents fixed at the time the houses were built, viz., during 1915 in the midst of the War, were fixed as war rents and had a relation to the wages which the men were then earning as war wages; at least, that is the claim now made by the Tenants' Association. The point of view of the officials managing the



property is, however, that the rents originally fixed were fixed with due regard to rents for similar accommodations in the neighborhood. As a matter of fact, the rents which have prevailed in this scheme were very much lower than the economic rent; and in many cases very much less than the tenants could easily have paid.

The London County Council, in common with other managers of real estate, acting under authority conferred by the amendment to the Rent Act of 1920, gave notice to the tenants that the rents would be increased to the limit of the amount permitted by that Act. This was over 12 months ago; and, for the whole of that period those who were "on strike" have only paid the original rent and not the increase. The authorities have apparently been quite lenient in the matter; for, it is only now announced that the tenants are to be prosecuted.

Perhaps it is symptomatic of the times that although the London County Council has some thousands of houses under its control, this is the only rent strike that has been heard of so far as their tenants are concerned.

## HIGH COST OF BUILDING IN ENGLAND AND SCOTLAND.

Two reports have recently been issued dealing with the high cost of building working class dwellings in both England and Scotland, each report being the work of a separate Committee of Inquiry appointed by the Ministry of Health. The reports are most exhaustive. The Scotch report deals with the following subjects:

Extent of Problem; Duration of Problem; State of Building Trade; Limitation of Subsidy Period; Recent Fall in Costs; Allocation of Financial Responsibility; Scottish Board of Health; Main Causes of High Cost; Contractors' Profits; Forms of Contract; Forms of Construction; Standardization; Department of Building Materials Supply; Rings and Combinations; Land; Output of Labor; Building Guilds; Direct Labor; Quality of Houses and Economy in Construction; Private Enterprise; Reconstructed Property.

The report dealing with conditions in England is divided into eight parts and concerns itself with the following questions:

Policy of Government Financial Aid to Local Authorities; Acquisition of Land and Lay-out of Sites; House Plans, Specifications, Bills of Quantities, and Fees Payable to Architects and Surveyors;

Analysis of Building Costs and Prices (Overhead Charges, Profit, and Cost of Labor); Labor (Travelling Allowances, Overtime, and Broken Time); Materials and Transport; Contracts; Costing.

All persons interested in this phase of the housing question would do well to obtain copies of these reports which can be obtained from H. M. Stationery Office. The reports are known as follows:

Report of the Departmental Committee on the High Cost of Building Working Class Dwellings. [Cmd. 1447.] Price 1 s. net.

Report of Committee on Inquiry into the High Cost of Building Working Class Dwellings in Scotland. [Cmd. 1411.] Price 3d. net.

## BUILDING RESEARCH.

The great cost of building at the present time lends additional importance to every effort that can be made to reduce the cost of construction through economy in use of materials and through new methods of construction and the development of new materials and processes in construction.

Notwithstanding the admirable work being done by the United States Bureau of Standards at Washington under the direction of Dr. G. S. Stratton, England has rather led the world in the research work that it has undertaken in this field. A preliminary report of the "Research Boards formed by the Committee of the Privy Council for Scientific and Industrial Research" has recently been published and contains much valuable information with regard to the efforts made in England to bring about economies in construction. A building research station was established at Acton, about 12 miles outside of London, consisting of small engineering and chemical laboratories, workshops, offices and ground space for full-size construction. It is equipped with builders' plant and setting-out instruments, metal-working tools, mixing and converting machines, a Brayshawe furnace, a 60-ton Buckton testing machine, and other apparatus. With the small expenditure of £5,898 during the year, already very definite results have been accomplished: the erection of a number of experimental cottages at Amesbury has been completed during the year and a report giving the results of this work is to be published in the near future.

Subjects under consideration by this Board are heat transmission through building materials; sound-proofness of materials;

systems of building; jointless floors; asbestos-cement materials; the use of certain new materials and standards for sand-lime bricks, &c. Four special reports have already been completed and will shortly be published. These deal with the following subjects, namely,

- (1) on sand-lime and other concrete bricks;
- (2) on experiments on floors;
- (3) experiments on the stability of thin walls;
- (4) experiments in the transmission of heat and gases through wall materials, and the condensation of moisture on surfaces.

Copies of the reports in question can be obtained from H. M. Stationery Office in London.

## THE HOUSING OF SINGLE WOMEN.

A brief but interesting report dealing with the housing of single women workers in England in what is known in that country as "hostels," is to be found in the official report to the Minister of Health known as "Report of the Sub-Committee of the Housing Advisory Council on Co-operative and Communal Arrangements." This Committee, which was appointed primarily to consider the range of subjects indicated by its title, determined early in its work that it would render perhaps a greater service if it should devote its activities to the question of women's hostels, which, as they say, was more pressing than such questions as hot water supply, communal kitchens, &c.

The report is a brief one and considers such phases of the problem as the demand for this class of accommodations, the classes and ages to be catered for, which they say includes women whose earnings vary from 25 shillings a week up to £4 a week; the size of the hostels and nature of the accommodations, and questions of finance and management. The Committee on which were represented such well-known housing reformers as Mrs. S. A. Barnett, Mr. J. P. Orr, formerly Director of Housing of the London County Council, and Captain R. L. Reiss of the Garden Cities and Town Planning Association, recommended that two classes of hostels should be provided, namely, one accommodating between 15 and 20 women and girls, for which existing buildings could be used; and larger hostels accommodating from 75 to 200 people, and that for this purpose new buildings would be required.

All persons interested in this phase of the housing question should obtain a copy of this report which can be obtained from H. M. Stationery Office, London, price two pence.

Some of the same people who have rendered this report have recently lent their aid to a movement known as Women's Pioneer Housing, Ltd. The purpose of this organization is to provide small, self-contained flats or unfurnished rooms for women workers on a business basis. The first house purchased by this organization at 67 Holland Park Avenue, London, has been converted into 6 small, self-contained flats and the venture has been so successful from every point of view that it is now planned to extend the scheme as quickly as possible.

In a circular recently issued by this organization, it is pointed out that there is a great demand for accommodations of this kind both for self-supporting women and also for married couples, who, owing to the high cost of living cannot afford separate houses. It is stated that the experience gained thus far indicates that dividends of 6% can safely be returned on the investment. Subscriptions to loan stock of the company in sums of £10 are solicited. Further information can be obtained from the organization, address Miss E. A. Browning, Secretary, 92, Victoria Street, S. W. 1, London.

## A NEW BUILDING JOURNAL.

A new journal, devoted to the interests of the building trades, has recently emerged in England under the title of The National Builder. This monthly magazine is published as the official organ of the National Federation of Building Trades Employers of Great Britain and Ireland and is edited by H. Bryant Newbold, 48 Bedford Square, London, W. C. 1.

It is rather extraordinary that after the many years of very successful activity of this organization the need of an official organ should have only found expression after all this lapse of time. We extend our best wishes to the editors and publishers of The National Builder and wish for them a prosperous career.

## RESIGNATION OF J. P. ORR.

J. P. Orr, who has been Director of Housing of the London County Council following his successful work in Bombay, India,



has recently resigned owing to the policy of retrenchment adopted by the Council. Mr. Orr is at present devoting himself to the question of Zoning in London in connection with the London Society.

## GRETNA TO BE SOLD.

During the war we heard much in the United States of the Government's war housing Garden Village at Gretna on the border between Scotland and England, famous in song and story for runaway marriages. During the war the Government developed at Gretna and East Riggs a very extensive and important series of munition factories with accompanying housing accommodations for the workers, in the form of single dwellings, group houses and hostels, as well as some temporary hutments.

For a long time the Government has been undecided what disposition to make of this property and it had been hoped by many that the development would be continued along the lines on which it had been begun and that a genuine Garden City would be established there.

It has recently been announced that the Government has finally decided to sell in one lot the entire property, which covers an area of approximately 4,300 acres on the north shore of the Solway Firth, about 9 miles from Carlisle. In making the announcement of this decision it is stated that Gretna possesses unusual potentialities for industrial production on the largest possible scale under the most favorable conditions as regards site, equipment, room for extension, proximity to ore and coal fields as well as to important seaports and business centres.

It is added that Gretna possesses sufficient plant, power and water installations, transport and communication facilities and housing accommodation to meet all the requirements of a self-contained industrial community.

## THE AGRICULTURAL WORKER.

The question of rural housing in England has always presented great difficulties. The chief difficulty has been the impossibility of obtaining anything like an economic rent for the houses. Most agricultural workers have practically been given the equivalent of rent free; and in many parts of England and for many years, the agricultural laborer has expected to practically meet his entire

year's rent by the extra money earned during the harvest season.

Indicative of further tendencies in this direction is a bill introduced in the House of Commons last July on behalf of the Labor Party whose principal purposes were as follows:

- (a) to abolish the system of "tied" houses for agricultural workers and to free all such houses which are now "tied";
- (b) to provide that houses occupied by agricultural workers in remuneration or part remuneration for their work shall be considered as if let to such workers at a given rent.

The measure was not pressed.

## DEVELOPMENTS AT WELWYN.

A recent announcement reports much progress in the new Garden City at Welwyn. It is stated that by next Easter it is expected that over 300 new houses will have been completed and occupied and that the population at that time, including the workmen living on the Estate will be in the neighborhood of 1,500. In November the population was nearly 900 and the number of new houses finished and occupied at that time was 106.

On October first the Welwyn Garden City Company became a new Civil Parish. The new parish has an area of 2,460 acres, or nearly 4 square miles, and is coterminous with the property of the Garden City Company. The Estate was formerly in 4 different parishes which have now been continued in the new parish of Welwyn. It is expected that the administrative advantages from this rearrangement will be of very great assistance in the rapid development of the new town.

One of the results of the growth of Welwyn is the resignation of Mr. C. B. Purdom, as Secretary of the Garden Cities and Town Planning Association in order that he may devote all of his time to the furtherance of the development of Welwyn Garden City. Mr. Purdom has recently removed his office to Welwyn and has been succeeded as Secretary of the Garden Cities and Town Planning Association by Mr. W. McG. Eagar, formerly connected with the Ministry of Health's Housing Department in the London Region and for many years head of a Social Settlement in one of London's densely populated districts. Mr. Purdom, upon his

retirement from the active executive work of the Association, has been made Honorary Secretary and is retaining his position and duties as Secretary of the International Garden Cities and Town Planning Association.

## FREDERICK LITCHFIELD'S NEW WORK.

American students of the Garden City movement who have visited England will recall with great pleasure their acquaintance with Frederick Litchfield who has for so many years been the life and soul of numerous Public Utility societies and more especially of the Co-Partnership Tenant's movement.

In a recent letter received from him in which he discusses the very great success of his latest development, the Onslow Village, Ltd., located on that beautiful bit of scenery known as the Hog Back at Guildford, Mr. Litchfield imparts the interesting news that he is about to go to Cape Town, South Africa, to aid a group of people there in developing a newly formed Garden City in that part of the world.

## THE PROGRESS OF HOUSING SCHEMES.

The latest figures available with regard to the progress of the various Government housing schemes in England is that issued by the Ministry of Health under date of November 18th as follows:

Estimates for 165,000 houses have been approved.

Contracts signed for 159,400 houses.

Houses commenced 141,500.

Houses completed (November 1) 62,000.

Of the above number, those erected by Public Utility Societies, as distinguished from the Local Authorities, are as follows:

In approved estimates 4,900.

In signed contracts 4,400.

Commenced 4,000.

Completed, not stated.

Of the 99 Public Utility Societies which have had estimates approved by the Ministry of Health, 93 have had contracts signed and 92 of these have commenced work. The number of Local Authorities which have houses under construction is 1,256.

With regard to the cost of the houses now building, no figures

are obtainable as to the average price of houses in estimates approved since the month of September, but it is stated that the average price for the Class A house (the non-parlor type) was £596. This does not include the cost of streets, sewer work and land.

### HOUSING PROGRESS IN SCOTLAND.

The latest figures, namely those of November 30th, show the following progress of state-aided housing schemes in Scotland.

Permanent houses completed, 4,115; temporary houses completed, 610; reconstructed houses completed, 67; houses built under private subsidy schemes, 1,140; total, 5,932. In addition there are 13,926 houses under construction, of which 2,094 are being built with the aid of the Government subsidy to private persons. The total amount paid out by the Scottish Board of Health in respect of the 1,140 houses completed under the private subsidy scheme is £275,303, 6s. 8d.

### THE TYRANT HOUSE.

One of the London dailies, the *Daily Mail*, has recently offered prizes of £300, £125 and £75 for the best designs for what is termed a "Labor-Saving House" for a professional-class family who would occupy a house costing at pre-war rates of building from £1,000 to £1,200, and at the present time costing anywhere from £2,500 up. A house will be erected at the *Daily Mail* Model Village at Welwyn Garden City according to the plans of the design winning the first prize of £300, and in addition a model of the house in question will be shown at the Ideal Home Exhibition (Building Show) to be held at Olympia from the first to the 25th of March, 1922.

In an interesting booklet issued by the *Daily Mail* setting forth the conditions of the competition, there is a humorous and interesting description of what is dubbed the "Tyrant House" in which an attempt is made to describe the stupidly designed and stupidly built house of the English speculative builder and which one is led to believe prevails throughout England. This statement, however, has been the subject of much criticism, both in the architectural profession and elsewhere; for, it is quite evident that the type of house described in "Tyrant House" is an old type and more typical of what used to be built for the middle classes 20 or 30 years ago than of today.



Some of the statements made in "Tyrant House," however, are put in such fashion as to have interest for our readers. We quote the following:

Because the builder wanted to make the most of his ground, the house is built on four floors and has a basement.

From the front garden a flight of steep steps runs to the entrance on the first floor. *It takes a woman half-an-hour to clean these steps every morning.*

From the top to the bottom of the house there are stairways involving no fewer than 45 steps, *which means that a fire in a top bedroom means a 90-step journey for a maid.*

Kitchen and scullery adjoin in the basement. *And the scullery sink was thoughtfully placed just as distant as space would allow from the pantry and cooking stove.*

The dining room is on the first floor, so all food must be transported first along a passage, then up a flight of 15 stairs, and again along a corridor-hall to reach the table.

Some spirit of mischief whispered into the architect's ear that it would be an excellent joke to put the bathroom cheek by jowl with the drawing room!

In every room cornices and ceilings are elaborately "enriched," so that dust should not be unduly inconvenienced in finding secure resting places.

"Art" door-handles of tortured brass give the womenfolk of "Tyrant House" the pleasant spare-time occupation of polishing

Each room has a fire-place which involves dirt, dust and labor, and voraciously consumes fuel at £3-4s-0d a ton.

The kitchen range gives hot water to bath and scullery—but only after two hours' consumption of the aforesaid expensive fuel.

And so one could continue through the whole melancholy list of the futilities and inefficiencies of the creators of "Tyrant House."

It will be interesting to see the designs submitted in this competition. It is hoped that the house to be built under this design at Welwyn Garden City will be more attractive in appearance than the houses that have thus far been constructed at the so-called *Daily Mail* Model Village there.

## REGIONAL PLANNING.

City Planners, both in the United States and in England, have become more and more conscious as their knowledge of their subject has progressed, of the importance of developing not merely a comprehensive plan for a given city or town, but of the absolute essentiality of what has come to be known as a Regional Plan or survey.

Up to the present there have not been any such surveys made on a large scale until now, when the report of the South Wales Regional Survey Committee has been made available. This survey, carried out under the authority of the Ministry of Health and largely through the guiding direction and practical experience and sagacity of Mr. George L. Pepler, of the Town Planning Division of the Ministry of Health, marks a new era in the development of the art and science of Town Planning.

The "terms of reference" under which the Committee did its work were as follows:

To enquire and report upon the special circumstances affecting the distribution and location of the houses to be erected with State aid in the Region of the coalfields of South Wales, and to make recommendations thereon, regard being had:

- (a) To the health and convenience of the industrial population.
- (b) To the physical conditions of the Region.
- (c) To the present and probable future development and location of the coal mines and main industries of the Region.
- (d) To the existing and necessary transit facilities.
- (e) To economy in the provision of water supply, sewerage and other services.

The Committee in question was headed by Sir William Seager, M.P., as Chairman, and contained on its membership in addition to engineers, architects, transportation experts and mining experts of Wales, such well-known Town Planners in addition to Mr. Pepler as Professor Patrick Abercrombie of the University of Liverpool.

The report in question has recently been published. It is a doc-

ument of 73 pages with a number of accompanying maps. It deals with such questions as: Physical Conditions; The Industries of South Wales; Population; Housing Conditions and Needs; Future Industrial Development and Housing Needs; Provision of Housing Accommodation; Local Government Arrangements; Engineering Services; Communications; Transport Facilities; Pit-head and Factory Baths; Recreation; Improved Amenities; Regional Town Planning; A New Local Government Authority.

The feature of the report which will probably have the most interest for students of the housing question is the recommendation for "dormitory towns" as a method of housing the mining population.

The report points out that the mining industry in which one-third of the male population of South Wales is employed, is concentrated in towns which are in themselves unfit for housing purposes owing to the scarcity of sites.

Several factors tend to high prices for the land, to high cost of building and development, to the crowding of houses together, and to the impossibility of obtaining land for recreation purposes. These are mainly the narrowness of the valleys, the steepness of the hill sides, the extent of land taken up for colliery works, railways, canals, and roads, and the liability to subsidence.

There is, moreover, the unfortunate fact that wherever aggregations of houses are situated in the valleys, they are necessarily in close proximity to collieries and colliery works, with all the serious disadvantages of the coaldust and smoke nuisance, and the serious pollution of the rivers. On the other hand, the hill-top areas are also unsuitable for housing purposes, owing to difficulty of access, bleakness of situation, poverty of soil, liability to subsidence, and absence of water supplies. The Committee are of opinion that depressing surroundings and sameness of occupation have a marked effect in causing discontent and unrest.

In view of these considerations, the Committee recommend the housing of miners outside the valleys and off the coal measures, and suggest fifteen localities as centres for grouped housing schemes, to serve particular valleys or groups of valleys. Practically all the centres suggested are in the vicinity of railway junctions, and are served by more than one line of railway, thus facilitating the improvement of workmen's train services.

In most cases, also, the water supply, sewerage, and other services are already available, or can be provided without much diffi-

culty. It is, therefore, claimed that the cost of development on these lines would be very much less than where building activities are distributed over a large number of sites, and that new townships could thus be planned and built on the best possible lines with adequate provision for social institutions and necessary transport and other services.

Each of these settlements should partake of the nature of a dormitory town, it should be built away from the industrial centres, it should be almost purely residential in character, the residents should belong to different industries, and the size of the town should be definitely limited by a permanent agricultural belt within its own boundaries.

The Committee recommend, however, specially the establishment as an object lesson, of two complete dormitory towns, one near Llantrisant station for a population of about 30,000, and the other by the replanning or remodelling of Bridgend, and its expansion into a dormitory town about four times its present size. This can only be done satisfactorily by the Government (though with the association of the residents in the management of the scheme from its earliest stages), and the Committee urge that at any rate the Llantrisant scheme be immediately taken in hand.

The Committee also recommend the development of Porthcawl as the principal "health" town for the region, and make many suggestions as to the improvement of local amenities.

Every person who is interested in both the science and art of Town Planning and all persons interested in the mining industry will find it advantageous to obtain a copy of this report. Copies can be obtained from H. M. Stationery Office, price 3s. 6d. net. The report is known as "Report of the South Wales Regional Survey Committee."

### OTHER REGIONAL SCHEMES.

The impetus given to regional planning by the effective report for South Wales has been followed up more recently in various parts of England, chiefly at the initiative of Mr. Pepler and Mr. Montagu Harris also of the Ministry of Health. One of the most interesting of these regional conferences was that held the end of October in the Town Hall at Gateshead across the Tyne from Newcastle with Mr. G. Montagu Harris, O.B.E., in the chair.

At this meeting various resolutions were adopted all tending



toward joint action by local authorities as well as by County Councils in the regions affected, to the end that a regional plan and regional action might be developed.

At a similar conference held earlier in the month at Hounslow representatives of various Local Authorities from the West Middlesex District of England were present. At this meeting, at which Mr. George L. Pepler presided, 17 different Local Authorities were represented. The Region involved has a total area of 61,886 acres. Here also similar resolutions were adopted looking toward joint action for Regional Surveys and the development of a Regional Plan and for close co-operation between the Local Authorities of the different parts of this great district.

It would seem that Regional Planning has at last become a going concern in England.

## HIGH BUILDINGS FOR LONDON.

Architectural circles in London have been somewhat agitated recently by the renewal of the discussion of the desirability of letting down the bars and permitting buildings to be built to a greater height than is now permitted by the London Bylaws.

The chief advocate of this course is Mr. Delissa Joseph, a London architect who seems to return to the attack with great pertinacity, having urged two years ago similar proposals.

It is rather extraordinary, in the face of the experience of such cities as New York, Chicago and other American communities of the very detrimental effects of unduly high buildings, that London which has been free from this blight should at this late date be in danger of having it inflicted upon her. At present the London Building Act limits the height of buildings to 80 feet above the street level. It is proposed that this height limit shall be changed and that a height of 120 feet shall be permitted and that where buildings face parks or other similar open spaces, buildings should be permitted as high even as 150 feet.

There is evidently the same difference of view found with regard to this proposal in London that has been evident in times past in America, where special interests have taken a shortsighted view of the questions of public policy involved.

Mr. Joseph's proposals, it appears, have been under consideration by a Standing Committee of the Royal Institute of British Architects and the Chairman of this Committee has recently made

recommendations to the London County Council that the height limit should be raised from 80 to 150 feet.

This action, however, has been strenuously opposed by a substantial majority in the Committee in question and the higher officials of the R. I. B. A. have been quick to disclaim official status for the action taken as not being the official action of the R. I. B. A. The Architect's Journal commenting on this proposal editorially said:

This proposal is a modification of that made by Mr. Delissa Joseph in the press nearly two years ago, when the height suggested was 200 feet, which was very modest in comparison with the 40 stories suggested by Sir Martin Conway (an intrepid mountaineer, avid of altitude), who must have turned green with envy when he heard that the Woolworth Building had been allowed to climb to the dizzy height of 57 stories, and who will probably have noted with contempt the adoption by New York of a stunted 20-story standard. \* \* \*

Then there are the questions of health and amenity. Tall buildings shut out too much sunshine, both internally and externally. Inside, artificial lighting could to some extent atone for the exclusion of daylight. Outside, the street that was not widened to an extent that would neutralize the economy of building high, would be plagued with darkness, and darkness that would be a perpetual menace to the health of all things living except noxious microbes. In some instances in American cities tall buildings have made the streets pestilent. This must not occur here; and, perhaps, if tall buildings be no higher than 120 feet or 150 feet before open spaces, it need not. That is a question for professed hygienists to determine.

There remains for consideration the perplexing question of ancient lights. Tall buildings would necessitate a radical change in the laws as to light and air, otherwise litigation would be as deep a shadow as any they could cast by daylight or moonlight.

Whether permission to build 40 feet or 50 feet higher is essential to London's commercial prosperity; and whether safety, health, and amenity would suffer from the innovation, are questions that require very careful deliberation before they can be determined yea or nay. It is certainly not suffi-

cient to point to the example of America. London is not New York, and all the pros and cons should be carefully deliberated before a decision is made. Hitherto, during the present campaign, but one side of the question has been urged.

If the public officials and others interested in London have any doubt as to the undesirability of this proposal they would do well to consult the experience of New York City, and take to heart the disastrous effects of the construction of buildings of undue height in that city as reported upon by the Height of Buildings Commission of New York City in 1913.

It may also give them pause to know that one of the New York skyscrapers (the Equitable Building) casts a shadow at noon on the shortest day of the year of about one-fifth of a mile in length which completely envelopes an area of 7.59 acres, cutting off the sunshine from one facade of a neighboring office building 21 stories in height and of another neighboring building 14 stories high, and of another 19 stories high. Another building 400 feet away is in shadow, due to this reason, for 24 of its 26 stories. For almost a fifth of a mile this giant skyscraper casts its shadow.

No greater blight could fall upon the city of London than the general introduction in that city of the New York skyscraper.

At a time when New York is stopping the erection of future skyscrapers or so controlling them as to minimize as far as possible their disadvantages, it seems strange for a city like London which has heretofore been free from this curse, to face the possibility of such a blight.

One of the most recent proposals in this direction has been the suggestion that a gigantic skyscraper modeled very much on the style of New York's great Municipal Building, shall be built within the walls of the Bank of England. The presentation of this scheme at this time is probably the most effective argument that could be advanced against the proposal to increase the permitted height of buildings. The *Builder*, commenting on this proposal, says that the proposal "will be received by many with something akin to terror," and adds:

Do those who favor the erection of very lofty structures realize that the width of the main street frontage is only part of the problem?

After hearing the arguments advanced by the majority of the Building Act Committee of the R. I. B. A., the Standing Committee of the London County Council having the matter in charge reports its decision as adverse to the proposals submitted as follows:

After careful consideration of the proposals the London County Council Committee reports that it did not consider the circumstances justified action being taken in the direction suggested, and has decided to continue the present practice of dealing on its merits with each case that may be submitted to the Council.

Notwithstanding this adverse action, Mr. Delissa Joseph and his colleagues are continuing their propaganda for a relaxation of the bylaws and various trade associations are now being enlisted in the cause.

## ZONING FOR LONDON.

Zoning as practiced in American cities is practically unknown in England, some of the results achieved under Zoning being accomplished in that country through Town Planning schemes.

Town Planners and housing reformers in England have recently been studying the operation of America's Zoning laws and a number of the leaders are actively at work inaugurating a comprehensive campaign of popular education as a preliminary to the Zoning of London. The *London Society*, an organization devoted to the interests of London from all points of view, is one of the organizations that is actively concerned with this subject. Mr. J. P. Orr, late Director of Housing of the London County Council, is devoting much of his time and attention to this task.

Before any effective step can be taken toward the Zoning of London, in all probability it will be necessary first to simplify and consolidate the various governmental bodies and activities that affect that great community.

A great opportunity awaits those interested in bringing about the Zoning of London, through the appointment of "the Royal Commission on the Local Government of Greater London."

The "terms of reference" of this Commission, the personnel of which has not yet been announced, are as follows:



To inquire and report what, if any, alterations are needed in the local government of the administrative County of London and the surrounding districts, with a view to securing greater efficiency and economy in the administration of local government services and to reduce any inequalities which may exist in the distribution of local burdens as between different parts of the whole area.

How complex this situation is, can be realized when it is stated that various governmental bodies when making reports with reference to London frequently find it necessary to accompany those reports with a map in color showing the various "Londons" to which their reports refer.

In addition to the "Administrative County of London," there is the "London of the Metropolitan Police District"; there is "Water London"; there is the "Central Criminal Court District"; the "London Main Drainage Area"; the "City of London," &c., &c. The present boundary of the County of London is practically the same as that of the Metropolitan Board of Works in 1855 and comprises an area of 116.9 square miles. The Metropolitan Police District, the area generally known as "Greater London" covers 692.9 square miles.

Speaking of this situation The Architects' Journal says:

It may be said, after the manner of Mr. Gilbert Chesterton, that in London there is no local feeling because there are so many local authorities; that local government would be an excellent thing were it not for the local governors. The Londoner has had all the local pride smooth-ironed out of him. He is surrounded and intimidated by hordes of authorities—the London County Council, the City Corporation, 28 borough councils, 28 boards of guardians, the Metropolitan Asylums Board, 26 assessment committees, 4 boards of managers of school districts, and one board of a sick asylum district.

As a preliminary to this study there may be cited the very attractively printed volume of 280 pages entitled "London of the Future" edited by Sir Aston Webb, London's distinguished architect, and published under the auspices of the London Society (T. Fisher Unwin, London, 42 shillings). Among the contributors to this volume may be mentioned the following well-known

Town Planners, who discuss various phases of London's Town Planning problems: W. R. Davidge on the "Housing of London"; Raymond Unwin on "Some Thoughts on the Development of London" and Professor S. D. Adshead on "Central London."

All students of London's problems should avail themselves of this important volume.

## INTERNATIONAL HOUSING CONFERENCE AT LONDON.

An International Conference on Housing, Town Planning and Garden Cities is to be held at London under the auspices of the International Garden Cities and Town Planning Association in connection with the gigantic *Daily Mail* Ideal Home Exposition (Building Show) at Olympia on March 14th, 15th and 16th next.

In connection with this Conference it is proposed to organize an International Exhibition of specially selected plans, pictures and diagrams of housing and town planning schemes. American architects and town planners wishing to exhibit should communicate immediately with the National Housing Association, 105 East 22nd Street, as all exhibits must be received in London not later than February 12th. Drawings may be of any size and need not be mounted. When so requested, drawings will be carefully preserved and returned to the exhibitors. No prizes are to be awarded in this exhibition.

It is announced that the Conference will deal with matters of great importance to all interested in the present position of Housing and Town Planning throughout the world, and papers dealing with the subject for discussion will be prepared by leading authorities in various countries and will be available in French and English prior to the Conference; representative bodies will be invited to contribute literature dealing with the post-War experiences in Housing and Town Planning in their respective countries.

The Provisional Programme contemplates a specially conducted tour of the Ideal Home Exhibition; a paper on "The Steps Required to Get Garden Cities Started Throughout the World"; the Annual Business Meeting of the International Garden Cities and Town Planning Association; a visit to Welwyn Garden City and a symposium on the Reduction of Building Costs. Tours to Letchworth and various Government housing schemes will be arranged for March 17th and 18th, for those delegates who care

to attend, and in addition a 7-day tour of provincial housing schemes is to be arranged for if a sufficient number of delegates desire it.

Persons contemplating attending this important series of conferences and exhibition should at once communicate with Mr. C. B. Purdom, Honorary Secretary, 3, Gray's Inn Place, London, W. C. 1.

## INTERNATIONAL CONFERENCES AT ROME.

The long-planned series of International Conferences on Housing, Town Planning and Garden Cities scheduled originally to be held in Rome at Eastertime in 1921, and subsequently postponed to a later date, it is now announced will be held in Rome in September, 1922.

It would seem as if this date were really a final one and American students of Housing, Town Planning and the Garden City movement would do well to make their summer plans for next summer with this in view. The International Garden Cities and Town Planning Association, whose headquarters are in London, will undoubtedly arrange for a series of most interesting tours to the great Garden Community developments not only of England, but of Belgium, Holland and other parts of the Continent as well, in connection with this series of conferences. If Americans who may contemplate making this trip will communicate with the National Housing Association, it will be possible at a later date to supply them with details of the arrangements that will ultimately be made.

## HOUSING IN FRANCE.

No person who wishes to be informed with reference to the progress of the housing movement in France can afford to neglect a careful study of the interesting and informative article entitled "The Housing Problem and Public Action in France" contributed to the Garden Cities & Town Planning Magazine of last September by M. Sellier, Member of the General Council of the Seine and Mayor of Suresnes.

M. Sellier, who is not only one of the leading public officials in France having to do with housing, but one of the leading housing experts of the country, has set before the public in this article every important phase of France's housing problem embracing

such subjects in his discussion as Legislation, Finance, Housing in Paris, Government Aid, Suburban Housing, Garden Cities, Housing in Greater Paris, &c.

## FRANCE EMBARKING ON A VAST SCHEME.

According to statements issued by the National Housing and Town Planning Council of England, the Government of France is contemplating embarking upon a housing policy similar to the housing policy adopted by the British Government in 1919.\*

In this statement it is reported that the French Government has decided to ask Parliament to pass the necessary financial measures to permit the building of 500,000 houses in 10 years, the number to be constructed annually to be an average of 50,000 houses.

One very important respect in which the proposed policy of France differs materially from that of the British housing policy of 1919, is that the responsibility for getting the houses built in France will *not* be placed upon the shoulders of the local authorities, which was the essential feature of the British housing scheme.

Instead, financial aid is to be given to Public Committees (*Offices Publique des Habitations à Bon Marché*) formed by municipalities, with a large number of nominated representatives as members, from various groups in each community, including employers of labor, workmen's associations, &c.

It is stated that the Societies thus formed will work in close coöperation with the local authorities even though the finances of these societies will be separate and their administration outside the general scope of municipal affairs.

Financial aid is also to be given to private Societies (*Sociétés des Habitations à Bon Marché*) organized on lines quite similar to the British Public Utility Societies. It is further stated that the French Government holds the view that in the present financial situation the payment of vast sums in grants of capital is not a practical policy and that it has therefore decided to give annual grants or subsidies instead.

Newspaper dispatches from Paris in November state that the Chamber of Deputies authorized the "Union of Building Societies" to float a loan of 750,000,000 francs for the building of 100,000 cheap dwellings between the present time and 1930, most of these

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\*This is the housing policy which has just come crashing down. See the first article in this issue.—Editor.



to be erected in the Devastated Regions, but about one-third to be put up in the suburban towns and villages around Paris, the Government guaranteeing the interest on the loan.

It is stated that the bill in question was passed by almost unanimous vote. Under the terms of the act the Building Societies which will receive these subsidies from the State will not be required to pay property taxes or income taxes; the State, however, reserves the right to revise the rents, as the cost of living decreases and also the right of offering tenants an opportunity to become home owners on the installment plan.

Private advices from Paris are to the effect that while the Chamber of Deputies has passed a law enabling the Government to build 30,000 cottages, nobody knows when or where these are to be built.

### A GARDEN CITY ON THE WALLS OF PARIS.

Recent reports from Paris state that a scheme has been proposed for building what will be the first Garden City for Paris workmen on the dismantled fortifications. It is intended to build houses to accommodate 2,500 persons; these will be flats of 1, 2, 3 and 4 rooms with kitchens, the rents ranging from 600 francs to 1,092 francs a year (at normal exchange \$120 to \$218 per year). It is stated that there will be gardens and open spaces for recreation connected with these dwellings, also a nursery, a maternity school, children's dispensary, wash houses and baths. The cost of this development which is planned for the district located between the Boulevard Ornano, the Rues Damremont, Du Ruisseau, Du Ponteau, and the Boulevard Ney, is said to be 24,000,000 francs (at normal rate \$4,800,000).

### FRENCH RAILROAD BUILDS MODEL TOWNS.

The new village of Tergnier, France, was officially "opened" on the 10th of last July. This is one of several industrial towns constructed by the *Nord* Railway Company, which has been interested in providing shelter for its employees since 1883. The houses are mostly of 4 rooms with cellar, and cost on the average 25,000 francs each, the cost of land, water and electric light systems amounting to an additional 5,000 francs each. Large families are provided for by allowing 5% of 5-room houses, and 5% of 6-room

houses. There are in all over 100 developments varying from 20 houses up to 1,400. Nearly all are provided with a plentiful distribution of drinking water and electricity, and have excellent sewage systems. There are public laundries, infirmaries, coöperative stores, schools, playgrounds and community buildings.

Tergnier, which was built in 18 months, at a point where the devastation of the War was complete, now has 1,350 houses, and 18 miles of streets. The new streets are named after Generals and statesmen, and after regiments who freed the village, or rather, its site, from the grip of the German Army. The railway company's first interest, after the War, was to provide homes for its agents, who with their families, with five years of suffering and separation behind them, were back at work, although the only quarters available for the re-united families were side-tracked freight cars. The urgency of this need explains why about 300 of the houses are of wood. These were built before any governmental department had undertaken the provision of shelter in the Devastated Regions, and were followed by 1,000 permanent homes of attractive and varied design.

An interesting feature is the entire absence of walls, hedges or trellises between lots, boundaries being marked by attractive open fences of reinforced concrete posts joined by lines of wiring or by wire netting.

The company has similar developments in 26 other localities, containing in all about 8,700 houses, of which nearly 6,000 are of permanent construction. Among these are groups of 700 or more houses in or near Arras, Bethune, Lens and Lille. The site plans offer valuable examples of property subdivision, although not free from faults, due often to successive enlargements of plans originally too small.

"It is my hope, however," says one of the officers of this enterprising company, in a lecture given under the auspices of *La Renaissance des Cités*, "that in future appraisals of our work, we will be given credit for our good intentions, and that our mistakes will be pardoned. At any rate, in all our work, we have avoided the old blunder of building long rows of houses all alike. Even in our temporary groups of wooden barracks, necessarily similar, we tried to vary the planting and colors to avoid monotony."

Each village is managed by a Council, upon which both the railway company and the workers have representatives. A Central Council at Paris has charge of the entire group.

Those responsible for this work claim that not only has it had a strong influence in lessening industrial uprisings in France as an aftermath of the War, but that it has been effective in diminishing mortality and increasing the birth rate. Thus in the development at Bethune, the birth rate for 6 months was found to be 2.62 per 100, or double that of the city itself, and the death rate was only 0.36 per 100 inhabitants. In Tergnier, during 4 months there were 141 births and no deaths, in a population of 1,905 persons.

In building the houses, an effort was made to use materials available involving the least possible transportation, and as the railroad had on hand and produces constantly, large quantities of cinders, an aggregate with these as a base was most frequently used.

### THE ORLEANS RAILWAY'S DEVELOPMENT.

The Orleans railway company also has a Garden Village to its credit, having aided an Employees' Association in the completion of one at Bretigny-sur-Orge, which was begun before the War.

This development, which lies along the line of the Paris-Orleans railroad, is made up of double houses in 90 groups, covering in all some 6½ acres, gardens included. Each house has 5 rooms, running water and gas. Employees of the company rent homes at 35 to 50 francs per month (\$7 to \$10 at par). About 200 persons are now provided for.

BRYANT HALL,  
National Housing Association,  
New York City.

### THE SITUATION IN FRANCE.

Students of French housing will find themselves amply repaid by a careful reading of the magazine *La Vie Urbaine*, issue of April-June, 1921.

This number is devoted entirely to housing. It contains a brief editorial on the importance of the problem, which is followed by a 13-page article by M. J. Dépinay, General Secretary of the *Office Public des Habitations à Bon Marché* of the Seine, entitled "The Inquiry of the Interallied Congress into the Policy (of France) as Regards Housing and Rural and Town Planning." It is a review of all French legislation on the subject of housing, of the housing shortage in France and the increased cost of building.

The next article is by M. Henri Sellier, member of the General Council of the Seine, entitled "Various Aspects of the English Housing Problem" (100 pages). It is a statement of the English effort to solve the problem of housing shortage since the war. He admits that it means a loss to the State of 500,000,000 francs during 60 years and refers to a total of 60,000 houses begun. He says that "these results justify the sacrifices of the Government." He then gives a summary of all legislation beginning with 1851.

This is followed by a lengthy discussion on the Garden City and of the types of houses suggested by the Ministry of Health. There are 7 reproductions of type plans and elevations from the "Manual." There are 12 full page illustrations of the Government developments at Well Hall, showing group houses. There is a discussion of the various new methods of construction. There are 2 full page lectures on Gretna. There are plans of the layouts of East Riggs, Well Hall and Gretna, also floor plans and elevations, showing construction at Well Hall and East Riggs; 6 pages and a large folded map are devoted to a discussion of the development of the banks of the Thames. 13 pages are devoted to a discussion on housing in Wales, evidently a review of a report of the Welsh Housing and Development Association. Under the head of Rural Construction in England, 10 pages deal with the work of the Ministry of Agriculture and Fisheries. There is a full page insert showing types of cottages. Next comes a description of the Second Garden City at Welwyn, with an insert showing the layout. The Interallied Congress is briefed, and the speech by Dr. Christopher Addison, President of the Congress, is reproduced in full, occupying 10 pages.

The publication concludes with 2 short articles:—one, by M. Émile Vinck, dealing with housing in Belgium, is a reproduction of a lecture which was given under the auspices of the *École des Hautes Études Urbaines*. This lecture was illustrated by 20 lantern slides, of which the list of titles is given on page 220. The other article is a reproduction of a lecture given by F. M. Wibaut of Amsterdam under the same auspices. His subject was "Housing in Holland."

## A COURSE ON CITY PLANNING.

An interesting course of study has been prepared for the School of Advanced Municipal Research (*École des Hautes Études Ur-*



*baines*), which was organized last fall by the Institute of Urban History, Geography and Economics of the City of Paris. The course has to do with the planning, beautification and extension of cities and their administrative, economic and social organization. It is intended for three classes of students: (1) Those who have a purely scientific interest in the important role which the city plays in our present day civilization; (2) those who intend to follow careers which require a knowledge of the practical applications of this science—the architects and engineers for whom the French compulsory City Planning Law opens up a great future; and (3) the public, in general, which needs to become familiar with ideas about city planning as its importance increases every day. The utilitarian side of this work has been especially considered in working out the present program of work. There are four fundamental courses, each supplemented by lectures on specific problems, as follows:

1. Evolution of Cities—6 hours. Instructor: M. Marcel Poëte, Director of the School, and of the Institute.

“The city considered as a living organism, evolving in time and in space.”

2. Social Organization of Cities—6 hours. Instructor: M. Edouard Fuster, Professor of the College of France.

In connection with this course there are conferences on “Municipal Ownership in France and Abroad” under M. Oualid of the College of Law at Dijon, and on “The Hygiene of Housing” under M. Juillerat, Honorary Chief of the Bureau of Hygiene, Paris.

3. Administrative Organization of Cities—6 hours. Instructor: M. Gaston Jeze, Professor of the College of Law at Paris.

In connection with this course there are conferences on “Urban Legislation of Tomorrow” under M. Grunbaum-Ballin.

4. Urban Art—6 hours. Instructor: M. Leon Jaussely, Architect-in-Chief to the Government, Professor at the *École des Beaux-Arts*.

In connection with this course there are conferences on

"The Art of the Municipal Engineer" under M. G. Bechmann, Honorary Director of the Prefecture of the Seine.

In addition to these study courses there are three series of lectures intended for the general public. The first deals with "Urban Life Abroad" and will be conducted by M. Pasquet of the Sorbonne. The second series has to do with the "Evolution of Greater Paris" and is under the direction of M. Marcel Poëte. "The Principles of the Garden City, and Their Applications in England," will be the subject of the third group of lectures, of which M. A. Bruggeman will have charge.

The entire course requires two years and is given free to persons properly prepared for admission. Appropriate certificates are offered to those who complete the course, possession of which will it is believed, be of service to persons desiring government positions of a technical nature in the Department of the Seine.

## NATIONAL FEDERATION OF CHEAP DWELLINGS SOCIETIES.

The committee chosen at the Congress of Lyons in March, 1921, to organize a National Conference of the *Offices Publics d'Habitations à Bon Marché*, met at Paris on June 23, 1921, and decided to call a National Meeting on November 10 and 11, 1921, at the Institute of Urban History, Geography and Economics, 29 Rue de Sevigné, Paris.

Among the subjects discussed at this meeting were: Proposed laws concerning a National Federation of the *Offices Publics*; desirable changes in legislation on low-cost houses; and the relation between the work of public, municipal and departmental organizations with respect to low-cost housing.

## THE UNION OF TOWNS MEETING.

More than 40 delegates from various cities, affiliated with the French *Union des Villes*, attended the first conference in Paris on the 17th of June, 1921. Senator Vinck, the director, gave an account of the work of the organization and the practical results already attained. After the adoption of permanent by-laws, it

was decided to call an International Congress and Exposition of Cities at Paris in 1923. A preparatory International Conference, which will take up the organization of the Congress and Exposition of 1923, will take place immediately before the Housing Congress, which will be held at Rome in the fall of 1922. The organization of the Information Bureau of the Union was explained by M. Sellier, secretary. Delegates afterwards visited the files and gave suggestions concerning methods of classification. X

## HOUSE HUNTING BY AEROPLANE.

As an indication of the housing shortage that exists in Paris, a dispatch from that city states that a wealthy American who plans to spend the Winter in Paris, finding it difficult to obtain an apartment such as he desires, has adopted the novel expedient of having dropped from an aeroplane 100,000 cards announcing that he was seeking an apartment with 9 rooms and 2 baths regardless of price. The aviator is said to have "sprayed" the cards over the Avenue Bois de Boulogne, the Etoile, the Champs Elysees and the Rue de Rivoli, with the result that the American undoubtedly obtained his apartment, as 200 replies were received almost immediately.

## WALLS AND ROOFS FOR FRENCH TOWNS.

An elaborate architectural work in 4 volumes by Charles Letrosne has recently been published under the title of "Walls and Roofs for Our Home Towns." According to the editor's note, this is not an archæological study but aims to furnish to technicians and to the public a series of suggestive designs showing by means of colored plates how proper advantage may be taken of the various topographical characteristics of different parts of France.

The third volume of this series deals with inns, hotels, farm houses, rural dwellings and workingmen's houses. The book is essentially a *de luxe* volume and should have interest primarily for architects and for those especially interested in the architecture of France. The price of each volume is 150 francs, postage extra. It is published by Dan. Niestle, 5, Rue de Vienne, Paris.

## LA QUINZAINÉ URBAINE.

The issue of October 8th of *La Quinzaine Urbaine* contains an article on the population of Marseilles, showing the proportion of inhabitants of each nationality, and the number of dwellings. This is followed by a tabulation of the 33 largest cities in the United States, showing changes in population and rank in 1900, 1910 and 1920. Figures are also given for the "metropolitan areas," as distinguished from the cities proper, and graphs illustrate the cases of especially rapid growth. Canadian cities are also shown.

Industrial activity in Warsaw is the subject of a third article, and the fourth deals with the shortage of housing in Hamburg, and the municipal "credit" of \$50,000,000 (at par) opened to remedy the situation. With a part of this sum (\$12,000,000) the city is undertaking to build several groups of 2, 3 and 4-room houses. The rest will be loaned to individuals and companies, one such loan already made permitting a syndicate to begin work on a group of 900 houses.

The last article deals with a municipal clean-up campaign in the city of Detroit.

## LA RENAISSANCE DES CITÉS.

The first of a new series of lectures to be given by the French society *La Renaissance des Cités* will have for its subject the reconstruction of the model village of Pinon. This society recently exhibited at Ghent a remarkable series of city planning studies which were honored with a first prize. Notable among these was a study for the Model Village which the society plans to build at Pinon, and for which numerous gifts are being received. Among others was a model set of school furniture which had been awarded first honors at the Paris Maternity Exposition in 1921.

*La Renaissance des Cités* has also been instrumental in arranging for the gift of a railroad station for Coucy-le-Chateau, from the people of Carcassonne which has "adopted" the former town since the War. This will permit the *Nord* Railway Company to carry out at that point its plan to provide picturesque stations adapted to the locality.



## HOUSES AND CHILDREN.

Recent dispatches report that a French lawyer in Paris, Pierre Peronne, has evolved the novel plan of stimulating both the building of houses and an increase in the birth rate at the same time.

His plan contemplates the building of cottages of concrete, each surrounded by a garden, located in the suburbs, to be leased to married couples for 9 years, with the stipulation that there shall be reduction in rent for each child born until the fourth child arrives, when the parents would become owners of the property.

As the houses are estimated to cost 6,000 francs each (a very optimistic estimate—*Editor*) M. Peronne states that the cost to the state of each child would therefore be but 1,500 francs, which he considers a bargain. As he puts it: "Home ownership would reign where race suicide reigns today."

## GARDEN CITIES IN NORWAY.

Mr. Christian Gierloff, the leading Town Planner of Norway, who, by the way, is expecting to visit the United States in the fall of 1922 to study the progress of Housing, Town Planning and Zoning in this country, has an interesting article on the Garden City movement in the *Garden Cities and Town Planning Magazine* for October. Owing to the confusion in the public mind as to the term "Garden City," a confusion not limited to Norway, the Norwegian association has dropped the term "Garden City" ("haveby") and is using instead a term equivalent to Agricultural City ("jordbruksby").

It is evident that a very active propagandist organization is being carried on in Norway under the auspices of the Norwegian Housing and Town Planning Association and under the leadership of Mr. Gierloff. Moving picture films of the leading English Garden Cities and Garden Villages are being constantly shown throughout all portions of Norway, and even in some places with Laplanders as audiences. It is reported that the public authorities and public have shown great interest in the films everywhere and that most of the performances have been given before full houses in motion picture theatres ranging from 2,500 seats downward.

Norwegian women have formed their own organization known as the Norwegian Women's Housing Council which has in its platform the demand that the growth of the larger cities shall be

controlled by the Government, and that the small villages shall be developed on sound principles and so as to stem the tide flowing from the country to the towns.

This platform also declares that every Norwegian citizen, regardless of age and income, has a right to sufficient and healthy accommodations and that the Government and the municipality shall make regular contributions toward the cost of rent of houses when the income of a family is not large enough to permit that family to be decently housed without this aid.

Students of American housing and social conditions will be interested in a peculiar contrivance shown in a photograph illustrating the backs of a row of houses at Trondhjem.

A careful observer will note in this picture a large wooden ladder suspended horizontally for a distance of about 20 feet, hung up on the back fence.

Upon inquiry it develops that these ladders are required by the bylaws and are thus kept handy for use in case of fire. From which it would seem that most of the people in Norway are apparently more honest than those in the United States, for such a contrivance in most American communities would be regarded as first aid to thieves.

## REBUILDING BELGIUM.

Ewart G. Culpin, former Secretary of the Garden Cities and Town Planning Association and Honorary Secretary of the International Garden Cities & Town Planning Association, has recently been making a close study of the work of rebuilding the devastated regions of Belgium.

In the magazine *The Builder* (London), he has a series of interesting articles describing the various problems involved in the situation. These articles are to be found in the issues of November 11th, November 25th and December 9th. All students of town planning and housing should avail themselves of these articles, if they wish to understand the Belgian situation. Illustrations show the Garden Suburbs of Roulers, Ligy near Ypres, Kalfvaart near Ypres, Nieuport, Comines, Dixmude, Menin and others.

## CONDITIONS IN THE NETHERLANDS.

According to recent reports the Dutch authorities believe that the housing situation in Holland will soon be considerably improved. It is expected that the housing shortage in the rural districts will soon be caught up with, notwithstanding the fact that there has been a distinct movement back to those districts of people who, during and since the War, have been employed in the cities. Rents have fallen somewhat, but not greatly. There are now a few vacant houses available at all times, whereas a year ago it was practically impossible to secure dwellings at any price.

The overcoming of the housing shortage is attributed largely to the effect of the various schemes by which government-aid to housing was furnished. This was not a new departure, as government-aid had been practiced in Holland for many years before the War, but the appropriations for this purpose have very greatly increased in recent years. For example, the government subsidy for housing in 1905 amounted to 46,000 florins (\$18,400 at par) and covered 31 houses. In 1920 this appropriation amounted to 150,000,000 florins (\$60,000,000 at par).

While the Government has employed a number of different means of stimulating the construction of houses, that found most generally effective has been the one by which a subsidy is given to municipalities, to building societies and to private individuals erecting houses not exceeding 450 cubic meters in size. While the subsidy is limited to 20 florins (\$8 at par) per cubic foot and the total amount is similarly limited to 2,000 florins (\$800 at par) for each dwelling, no restriction is placed upon the final disposition that may be made of the dwellings. They may be sold, rented, or occupied by the owner himself, if he so chooses. The Coöperative Building Societies, like the Public Utility Societies of England, have also played an important part in the erection of workmen's dwellings and aided in Garden Village and Garden Suburb development.

## HOUSING IN DENMARK.

A recent article contributed by F. C. Boldsen, President of the United Danish Building Societies to the *Garden Cities and Town Planning Magazine*, states that building activities in Denmark during the year 1919 and the first half of 1920, have been going on

at a more rapid rate than even in years previous, this stimulus of private activity having been due apparently to a Government subsidy as high as 40%, in addition to loans from the State and from the municipality.

As in England, this undue stimulation by the Government beyond the capacity of the building trades to respond to it, has caused considerable disturbance in the labor market, and prices of building materials and labor rose enormously, until they reached a point where it was  $3\frac{1}{2}$  times as expensive to build as in 1914.

The house famine which had existed is now considered to have passed, but the housing shortage is still great, as far as the city of Copenhagen is concerned, where it is stated that 10,000 dwellings are needed. Consequently the Housing Act providing for subsidies and state aid is being extended from year to year until the housing shortage has been met.

The Danish Statistical Department has published recently interesting figures showing the extent of housing activities during 1919 and 1920. A brief account of this will be found in the Monthly Labor Review of the U. S. Department of Labor for October, 1921, pages 884 and 885.

A Housing Commission has recently completed its inquiries into the rent question, among other things. This Commission has recommended that the subsidy from the State of 20% and an additional 20% from the municipality be continued, but that the amount of these contributions be gradually reduced in accordance with the decrease in the cost of building. Where these funds are to come from, is one of the political questions that is involved, but presumably the only recourse will be through taxation.

As a means of mortgaging the new dwelling houses it is recommended that a housing fund be established to which the Government is to contribute 30,000,000 kroner which, with the guarantee of the State is to be the basis of mortgage loans of 8 times this amount. It is stated that funds of a similar kind are in existence in Norway and Austria.

Other features of the Commission's report are recommendations for a Town Planning Act, public control of the terms of sale of building sites and a scheme for the inspection of dwellings by the authorities.



## A DANISH TOWN PLANNING LABORATORY.

Beginning with the new year the city of Copenhagen, Denmark, has marked an advance in the science of town planning through the establishment of a Town Planning Laboratory (Danks Byplan Laboratorium). The laboratory is an independent institution and not part of the government and is controlled by a council consisting among others of representatives of the three high schools and the three leading societies devoted to architecture, engineering and surveying.

It is thus seen that the laboratory corresponds quite closely to the Town Planning Institute of England and the City Planning Institute of the United States. The new Town Planning Laboratory would like very much to receive both current reports and back reports and other documents dealing with American Town Planning and Zoning, and will greatly appreciate the coöperation of American Town Planners. These should be sent addressed to the Danks Byplan Laboratorium, Vester Boulevard 18, Copenhagen, Denmark.

## SOVIET CONTROL OF HOUSING COMES TO GRIEF.

Recent dispatches from Moscow report wholesale graft and extortion on the part of the Soviet officials charged with the allotment of apartments and rooms. In a dispatch dated the last of November, it is stated that:

During the last three days every official in the Housing Department from the highest to the lowest and numbering hundreds has been arrested, while every citizen who has paid bribes is asked to come forward and testify with a promise of immunity.

The first step in the clearing up of what has been one of the most notorious scandals in Moscow was the conviction of several officials and the imposing of three-year prison sentences.

Because of this situation and the wholesale ramifications of graft and intimidation, M. Kameniev, President of the Moscow Soviet, is reported to have abolished Soviet control of the housing problem, placing such control in the hands of the inhabitants who will form housing coöperative and building societies.

In a notice issued to the citizens of Moscow, M. Kameniev denounces the system of extortion prevailing in no uncertain terms, saying that it was common knowledge that it was impossible to get a room in Moscow without paying a bribe, and that even then one was liable to be put out, if he did not continue to "grease" the palms of the officials.

The Cheka, which made the arrests for the first time in its history, took a popular step and M. Kameniev has been acclaimed by all for his action.

## SOVIETS AND REAL ESTATE IN FINLAND.

Dispatches from Finland indicate that the Soviet government is beginning to "see the light." Under a recent decree issued by them real estate in towns is now permitted to be returned to the former owners, though without compensation. A proviso is continued that no citizen may possess more than one house, but once more the purchase and sale of real estate is allowed.

## SOCIALIZATION OF HOUSES IN GERMANY.

Notwithstanding the disastrous results of the socialization of houses as experienced in Russia, radical elements in Germany are demanding similar action in that country.

At the annual convention of the League of German Tenants' Associations held in Dresden this fall, socialization of rented dwelling houses, flats, apartments and offices was demanded as the only satisfactory remedy for the housing shortage which is becoming worse in Germany from day to day.

At this same meeting of the Tenants' Associations, said to represent 1,000,000 rent payers, it was urged that the various rent rules and regulations be unified in one single national law which would cover all contingencies and all phases of the renting question. Germany is evidently finding the same experience with rent control regulations that England and other countries have found, namely, that it stifles new construction.

In a recent article reviewing the whole subject it is estimated that it will be necessary to build from 750,000 to 1,000,000 dwellings to meet the housing shortage throughout the country. It is

pointed out that at the present rate of building, with government supervision and subsidies, not more than a small fraction of the demand is being met. It is pointed out in this article that the chief factor in preventing the return of investment capital to such enterprise is to be found in the present legal restrictions controlling rents.

## HOUSING IN ITALY.

Students of the housing question in Italy will find the most complete information on this subject showing the progress of the movement in that country in the magazine La Casa.

## THE NEW ATHENS.

An interesting study of the modern city of Athens, with photographs and drawings illustrative of city planning progress there, is made available to readers of French in the tenth issue (Oct. 15, 1921) of *La Vie Urbaine*. The relation of the growth of the city to the topography with its encircling hills is brought out clearly, as is also the too frequent disregard of topography in laying out numerous sections on the checkerboard plan, so often seen in the United States, with its unfortunate results. This excellent outline of present conditions in Athens and plans for its future were prepared by M. Michel Lheritier.

In the same issue of *La Vie Urbaine* is a study of streets and dwellings in Marseilles, in which the development of the typical present day house is traced through a long period of history, by Professor Gaston Rambert of the Toulon High School.

## HOUSING SHORTAGE IN SYRIA.

The housing problem in Beirut is reported to be very acute. One of the reasons for this situation is due to the fact that during the war a large number of buildings in the older part of the town were demolished in order to widen streets, with the result that the occupants of these houses were displaced and had to seek new shelter elsewhere. The situation has been further complicated by the military occupation of the city in connection with which a number of buildings have been requisitioned.

In addition, thousands of Syrians have returned from North and South America, and these, with the tourists and refugees have enormously increased the demand for housing; little or no effort has been made to increase the supply. As a result it is reported that rents have increased from 400 to 500%.

Following the example of other countries, the Government has tried to aid tenants by prohibiting landlords from increasing the rents of occupied property, but as the prohibition does not apply to vacant property and no law has been passed securing to tenants in possession the occupancy of their homes, it has been quite easy to evade the law. All that the landlord has had to do has been to dispossess his tenants when he could re-let at higher rates.

It is reported that working class families are grouped together in one or two rooms and in some instances several families are found living in the same room; that sanitary considerations have been neglected and that the situation from the standpoint of health is fraught with danger.

## HOUSING IN TURKEY.

Building societies and private enterprise are said to be displaying great activity in Constantinople and large houses are being erected in all parts of that city. A recent law forbids the construction of wooden houses with the result that the demand for building stone and brick has very greatly increased.

## IN EGYPT.

Recent reports indicate that Egypt has not been free from the same problems of housing shortage and high rents that have afflicted other countries. The shortage in Cairo alone is estimated at 8,000. Rents of all classes of buildings, not only dwellings, but business and office buildings are very high. In February of 1920, largely as a result of the popular demand resulting from the organization of the tenants, a rent law relating to dwellings was enacted. This law provides that the maximum rent charged must not exceed 50% over the rent prevailing in 1914, and prohibits a landlord from evicting a tenant unless the latter has failed to pay his rent within 15 days after being called upon to do so,



or unless the tenant had used the house in some manner not according to the terms of the contract. The measure was regarded as a temporary one and was limited in its application to the end of 1920.

How necessary this legislation was can be seen when it is known that in Cairo landlords had increased rents from 170 to 200%.

Shortly after the enactment of this rent control law, agitation from tenants and workers for its extension to offices, shops, furnished rooms, flats and residences was carried on and a "rent strike" was practically inaugurated in Alexandria.

As a result of all this agitation a Rent Commission was appointed toward the close of 1920 to consider the annulment or the extension of the existing rent law. On February 21, 1921, a new law was enacted taking the place of the law of 1920 and limited in its terms until the first of July, 1922. The new law contained provisions similar to the old one limiting the amount of rent that could be charged to not over 50% of that prevailing in 1914, and added a new proviso that tenants must have at least 6 months' clear notice before they could be required to vacate. The act contained other provisions seeking to conserve the rights of the occupants and was also extended to furnished residences and to buildings not occupied as private residences.

Recently, a general decrease in the cost of building materials has led to a commencement of construction which, however, has been limited largely to business buildings and villas for people of means. The Egyptian Government has made a start by its housing scheme of 600 houses at Heliopolis, built primarily for occupancy of government employees.

## IN INDIA.

A report upon labor conditions in India by A. E. Mirams, Consulting Surveyor to the Government of Bombay and one of India's leading Housing and Town Planning authorities, estimates that 80% of the workers of Bombay and their families live in one-room houses known as "chawls," the average number of inhabitants being 4.5. These dwellings are often dark, damp, inadequately ventilated and dirty. Water arrangements are insufficient and other sanitary conditions extremely bad. The rooms, as a rule about 10 feet square with a small veranda, rent in Bombay for from 3 to 7 rupees per month (97c to \$2.27 par).

It is stated that overcrowding is general and that while "chawls" of the worst type constitute only about 10% of the whole number, many of the others are distinctly unsanitary. These "chawls" are located as a rule in buildings from 2 to 5 stories in height, which contain as many as from 10 to 40 single rooms or "chawls." Another type of housing is found in the single story huts or bungalows known as "bustis" located near the mills in large industrial centres.

### A GARDEN SUBURB FOR POONA.

In pleasant contrast to the above description of the bad housing conditions in Bombay is the delightful and interesting pamphlet issued by Mr. Mirams describing Bhamburda, a Garden Suburb on the outskirts of Poona. In a 24-page pamphlet, half of which is given up to photographic illustrations, Mr. Mirams describes this new development and also enters upon a general discussion of what Town Planning and the Garden Suburb movement mean.

### IN MADRAS.

It is interesting that far-away India should probably offer the most advanced town planning legislation to be found in any country in the world, but such is the case, due largely to the fact that the local authorities when they desired to enact this legislation sent for one of Europe's leading Town Planning experts, Mr. W. R. Davidge, and secured the benefit of his long experience in this field. All students of the science and art of Town Planning should acquaint themselves with the provisions of the Madras Town Planning Act.

### TAXING HIGH BUILDINGS IN CHINA.

Before New York developed its Zoning Ordinance one of the methods seriously proposed to control the height of buildings was to impose a prohibitive tax upon such buildings, the tax increasing with each additional story of height and by geometrical ratio.

While this plan did not commend itself to New York, it is interesting to find that it is now reported that the Chinese Government, not as a means of regulating high buildings, but as a means of increasing revenues, is proposing a municipal tax upon each

"chien" or apartment as a unit in the city of Peking, the houses to be placed in three classes according to height. For the first class there will be a monthly tax equivalent to 20¢; for the second, 15¢ and for the third, 10¢. Foreign buildings are to be taxed according to the area covered and the number of stories. If the scheme works in Peking it is reported that it will be extended to other Chinese cities.

## SOUTH AFRICA.

South Africa has also felt the housing shortage, especially at the cities of Cape Town and Johannesburg. Like every other part of the world, it has been suffering from high cost of building materials and building labor and the resumption of construction awaits a fall in material and labor prices.

While the price of lumber has fallen about 25% and carpenters' wages from 4s. 6d. per hour to 3s. 6d. (\$1.09 to 85¢ at par) it is claimed by building contractors that before building can be resumed on an economic basis, carpenters' wages must come down to 2s. 3d. per hour (55¢ at par). As rents are very high the outlook for building is thought to be promising.

## IN AUSTRALIA.

The high cost of building has not been limited to our part of the world. It exists to equal, if not greater, extent in the antipodes. Reports from Australia indicate that the cost of building materials and labor in that country is so high as almost to deter the carrying out of new work, notwithstanding the acute house shortage. On June first, last, 3803 houses had been completed under the Government scheme of War Service Homes, 1797 more were in course of erection at that time and 171 contracts had been let upon which work had not been started. It was reported then that bids were to be asked in the near future for an additional 1377 houses.

There has been some talk of political scandal involved in the Government Housing Scheme. Dispatches from Melbourne last summer stated that the Government's prestige had been badly damaged over the scandal which had arisen in connection with the erection of soldiers' homes and the purchase of land by the

Repatriation Department. A Parliamentary Committee of Inquiry has been at work—with the usual results.

## THE FEDERATED MALAY STATES.

The Government of the Federated Malay States has approved a number of schemes and proposals preliminary to the placing of town planning on a permanent basis and the preparation of the necessary legislation which is now in hand.

Although no official pronouncement has been made it is understood that His Excellency the High Commissioner of the Federated Malay States has recommended to the Colonial Office the appointment of Mr. Charles C. Reade as Government Town Planner of the Federated Malay States for a term of 3 years at a salary of £2,000 per annum plus expenses.

The appointment means that Mr. Reade severs his connection with Australia where he was responsible for the creation of the S. A. Department of Town Planning and the passage of recent Acts in favor of housing and of town planning.

The administration of the S. A. Department of Town Planning, is at present, under the control of Capt. W. J. Earle, (Acting Government Town Planner). During 1922 Mr. Reade returns to South Australia on a short visit for the purpose of terminating his engagement there.

The Federated Malay States has not been free from the high cost of building and housing shortage. In one of the states, viz., Negri Sembilan, it is reported that officers' quarters which cost in 1912, \$15,000, can now only be built at a cost of \$48,000.

## RENT CONTROL IN URUGUAY.

Even South America has not been free from the general situation of housing shortage and high rents which have affected all parts of the civilized globe. Uruguay last June enacted a new rent-control law limiting the maximum of rent that may be charged to that which prevailed on December 31st, 1919. The legislation is emergency legislation, as in New York, and is limited in its application to a 3-year period from the time of its enactment (June 20, 1921). One unique feature of this legislation is the provision that a landlord who attempts to collect



a larger amount than the maximum imposed by law will incur a fine equivalent to 3 months' rent, the fine in question to be devoted to the state's funds for public relief.

Provision is made for an appeal to a Rent Commission both on the part of the landlord and the tenant. The decisions of such Commissions are final and may not be revised for 12 months. The law contemplates the appointment of such commissions in all important cities and towns.

Uruguay has evidently modeled its legislation somewhat on that of New York and has adopted also the New York scheme for the stimulation of new building construction through tax exemption. New buildings begun after the promulgation of the law and completed during its 3-year term of operation will have 50% of the property tax remitted for a period of 10 years from the time they are completed. In addition, the builders of new dwellings built within the time prescribed may upon application have refunded to them all custom's duties paid on any building material used in their construction which may have been imported into the country.

It is interesting to note that there is already a well-developed public sentiment for the extension of these laws to office and business buildings as well as to buildings let as lodgings.

From which it would appear that though "East is East and West is West" North and South America seem to be very much alike in some respects.

## COSTA RICA.

Costa Rica has adopted recently (August 28, 1921) a somewhat similar law. Houses built for rental within 2 years after the promulgation of the law will be exempt from all taxes for a 10-year period provided the rent charged does not exceed 50 colones per month (\$23.26 at par) in the capital and 25 colones (\$11.63 at par) in the provincial capitals or smaller cantons. This law, like that of Uruguay, also carries with it a scheme for the refunding of custom's duties on imported building materials used in the construction of such houses.

The city of San José in the central canton has passed an ordinance under which lots owned by the city situated on either side of the public abattoir may be leased without charge to poor

persons who may contemplate building their own houses upon this land. It is further provided that the City Council may remit any taxes which it considers necessary for the greatest efficacy of the general plan.

## ARGENTINA.

Argentina is also suffering from great increases of rent according to figures furnished by the Argentine Department of Labor showing the increase of rent in the following leading cities: Buenos Aires, Bahia Blanca, Córdoba, La Plata, Mendoza, Paraná, Rosario, Salta, Tucumán.

Rents have increased for one-room apartments, from the index figure of 100 in January, 1919, to as much as 200 in June, 1920, in the city of Rosario; to 167 in Salta; and in Buenos Aires from the index number of 100 in 1914 to as high as 170 in 1920.

For 3 and 4 room houses rents have increased from the index figures of 100 in January, 1919, in the city of Bahia Blanca to as high as 200 in June, 1920; and to 117 in La Plata, and 180 in Mendoza. In 4 of the cities rent for one room increased 50% or more in the 18-months' period; and in 4 cities a similar increase occurred in the rent for the 3 and 4 room houses. The high cost of building materials since 1911, is said to be chiefly responsible for the slowing up of construction and a consequent shortage of housing facilities and increased rents.

As a result of this situation, after 2 years' agitation and discussion of proposed legislation to cope with the rapidly rising cost of rent, the National Congress of Argentina in September of this year passed 3 measures designed to alleviate this situation.

These laws follow to a considerable extent the New York laws. One of them provides that for a period of 2 years after the promulgation of the law the rent for houses, rooms and apartments for residential purposes throughout the Republic shall not be increased beyond the rate which prevailed on January 1, 1920, and that under certain prescribed conditions all legal proceedings for dispossessing tenants for non-payment of rent shall be stopped.

Further details of the measures in question are as follows: One provision nullifies any clause in a lease which is designed to exclude children; another amendment regulates subletting; a third measure deals with the procedure to be followed in carrying out judgments of the court permitting eviction of tenants.

## IN RIO DE JANEIRO.

Brazil has also felt the housing shortage and an old law exempting the homes of working people and public employees from taxation has recently been revived in Rio de Janeiro in an effort to relieve the housing shortage.

## A UNIQUE SCHEME IN BUENOS AIRES.

Recent reports from Buenos Aires describe a plan which the municipal authorities of that city have recently inaugurated and embodied in an ordinance enacted by the Municipal Council which contains many unusual features, as a means of stimulating building construction of dwelling houses and meeting the housing shortage.

The city will use such of its real estate as is unimproved or is occupied by old and inadequate structures as sites for the construction of modern houses. It will hand over such property for a period of 25 years, without any kind of annual rental or remuneration, to concessionaires, who will be required to erect houses thereon representing a minimum value of twice the value of the land occupied by such buildings. The buildings must conform to the municipal regulations, and must be for residential purposes only, except that the first floor may be used for business purposes. It is further required that the work of construction be begun and finished within specified periods. A deposit equal to 10% of the value of the building plot is required of the concessionaires and is returned to them when the building has been covered with a roof. Exemption from the usual building taxes and exemption for a period of five years from the payment of current rates, such as for lighting, road cleaning, etc., is granted; the latter, however, applying only to houses built in the years 1921, 1922, and 1923.

The contracting parties may not charge rent exceeding an amount calculated to give a 9% return on the capital invested in the construction of the building. They are further required to attend to and pay the cost of upkeep of such buildings. At the end of the 25-year period the buildings pass into the control and ownership of the municipality without any indemnity to the concessionaires. In certain instances the municipality may adminis-

ter the property for the last five years of the contract period. It will be interesting to see how this unique plan works out in practice.

## CUBA TAKES UP GOVERNMENT HOUSING.

The House of Representatives has recently passed a law providing for the construction of houses of moderate price. The President of the Republic is empowered under the terms of the act to select the places where the houses are to be built with due regard to the needs of the localities in which living is most expensive. 5,000 houses are to be built; 1,000 of Type A to cost \$4,000 each; 2,000 of Type B to cost \$2,000 each and 2,000 of Type C to cost \$1,200 each. Type A is to consist of a vestibule, drawing room, dining room, reception room, 4 bedrooms, kitchen, servants' room, bath, and patio. Type B will have a vestibule, drawing room, dining room, 2 bedrooms, kitchen, bath, and patio. Type C will be composed of 2 bedrooms, dining room, kitchen, toilet, and patio.

These houses may be acquired only by Cuban citizens, heads of families who have no real property, whose wages or salary is not greater than \$200 per month, including state, provincial and municipal employees. To meet the interest and amortize the principal, those acquiring the houses will make monthly payments to the state for 16 years, as follows: Type A, \$36; Type B, \$21; Type C, \$13. For the time specified the houses are entirely exempt from taxes, and cannot be mortgaged or used as security in any way.

The President will issue \$100 bonds of the National Treasury to the amount of \$12,075,000, interest payable at the rate of 6%.

## TORONTO HOUSING CONFERENCE.

An interesting conference on Housing and Town Planning in the Province of Ontario was held in Toronto this fall under the auspices of the Ontario Town Planning and Housing Association of which Mr. W. S. B. Armstrong is the secretary.

In a two-day session the conference discussed such topics as The Status of Town Planning in Ontario; Results of the Federal and Provincial Housing Loans; A Housing Policy for Ontario; A Municipal Town Planning Department, &c.



Among the speakers were Mr. J. P. Hynes, the well-known architect of Ontario who is the President of the Association; Mr. Naulon Cauchon, Chairman of the Town Planning Commission of Ottawa; Mr. W. D. Cromarty of the Town Planning Department of the Department of the Interior at Ottawa; Mr. W. S. B. Armstrong of Toronto; Dr. C. J. Hastings, Toronto's distinguished health officer, and a number of other speakers of note. A feature of the conference was the reports from delegates of Town Planning activities in other cities and towns.

One result of the Conference was the adoption of a resolution petitioning the Government to appoint a Committee of the legislature to inquire into the need of legislation.

## SURVEY OF WINNIPEG.

Few surveys present a better picture of a city's housing than that recently published as a "Report on Housing Survey of Certain Selected Areas of Winnipeg." Ernest W. J. Hague, assistant Chief Health Inspector of Winnipeg, deserves credit for a really worthwhile piece of work. The report presents the problem of Winnipeg in a way that is comprehensive and intelligible. Any outsider who reads it can easily grasp the problem. For citizens of Winnipeg it gives a convincing array of facts based on careful investigation and suggests remedies. All in all it is the kind of analysis of a city's housing problem that ought to bring results.

The Health Department quite properly decided that a survey of the entire city with the inspection force available, was quite out of the question and confined its investigation to 5 typical sections. It is particularly fortunate that 4 of these districts either coincide with or adjoin sections surveyed in 1918, so that valuable comparisons were possible. It is to be hoped that when a future survey is made it will be feasible to use exactly the district covered in the 1921 survey. This will provide an excellent check on the changes taking place from time to time in the course of the city's development.

The survey is especially valuable because of its completeness. It presents facts on such important but usually neglected problems, as kind of heat provided and the cost of fuel, rentals for the prevailing types of houses in 1921 compared with 1918 rentals, wages in 1921 as compared with 1918, the prevalence of rats,

extent of the use of gas plates without flues, existence of storm windows that cannot be opened, &c.

The rental statistics are pertinent in that they show that the poor, particularly those living in one room, have suffered the greatest increases. In one section the average monthly rent for a single room with heat is \$19. In the foreign district the increase in rent has amounted to 90% as against about 40% for the rest of the city.

Unlike the situation in most of our cities, in the majority of Winnipeg's tenements heat is furnished. The city's most serious problem is the conversion of single family houses into tenements resulting in the familiar line of housing evils. Unfortunately, no effective steps have as yet been taken to prevent this in the future. The writer of the report feels that it is impracticable at present to compel the alteration of these buildings to make them comply with the tenement by-laws for fear that owners will eject the extra families and change the houses to their original use. This point may be and probably is well taken. At the same time the converted house is the menace of Winnipeg's housing situation and it calls for drastic action to check future conversion. The recommendation on this point is that a regulation requiring a permit to install gas plates would probably prevent the further conversion of single family houses. In view of the seriousness of this problem it would seem that some more drastic and more direct measure is needed.

Winnipeg has much more room-overcrowding than would be expected; in four of the five districts surveyed their room population exceeds that shown by a recent survey of Detroit.

In many respects Winnipeg is better situated than the typical large American city. They have few high tenements, apparently no vaults and no out-of-door toilets, a minimum of fire hazards, few dilapidated dwellings, and few cases of extreme uncleanness or bad repair, and a high percentage (42.6%) of home ownership.

The latter part of the report concerns itself first with recommendations for the improvement of the bad housing and, secondly, with Winnipeg's shortage of houses and possible means of relief.

A knowledge of the exact extent to which doubling up of families occurred in the sections surveyed gives an accurate method of determining the general shortage throughout the city. Having disclosed 1868 more families than there should be in the sections surveyed (1/3 of the population) the report estimates that the

shortage for the whole city would be three times that many or accommodations for 5,604 families.

The report shows an excellent grasp of the most recent reports and studies on the various phases of housing.

BLEECKER MARQUETTE,  
Executive Secretary,  
Cincinnati Better Housing League.

## LABOR CAMPS IN CALIFORNIA.

In the year 1913 riots occurred in a labor camp at Wheatland, after which the Governor requested the Commission of Immigration and Housing of California to report on the social and economic causes that led to the riots. After investigation the Commission reported as the primary cause, poor camp sanitation and bad housing. In 1915, the legislature amended the entire Camp Sanitation Act and placed the power of enforcement in the hands of the Commission. Since that time amendments strengthening the act have been made so that the law now requires employers to furnish\*

1. Clean bunk houses, tents, or other suitable sleeping places in good structural condition and so constructed as to provide shelter to the occupants against the elements and so as to exclude dampness in inclement weather, with sufficient air space to insure an adequate supply of fresh air for each occupant. The grounds around the sleeping places also must be kept clean.

2. Bunks, made of steel, canvass, or other sanitary material so constructed as to afford reasonable comfort to the persons occupying the same. *There must be a clear space of at least twenty inches extending from the floor to the ceiling or roof of any bunk house, tent or sleeping place, between each bed or bunk. The employer must furnish a mattress or some equally comfortable bedding if requested to do so by the employee, for which a reasonable charge may be made.*

3. All places where food is cooked or served must be kept in a clean sanitary state and the openings screened. *All dishes, cooking utensils, knives, forks and other implements used in the eating of food must be kept in a clean, unbroken and sanitary condition.*

4. Suitable bathing facilities of a reasonable nature to suit conditions which shall be kept in a clean and sanitary condition.

5. Convenient, suitable and sanitary toilet facilities properly screened must be furnished.

6. All garbage, kitchen waste and other rubbish in the camp must be disposed of in a sanitary way.

7. A responsible person must be appointed to assist in keeping the camp clean.

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(\*Matter in italics, amendments of 1921.)

The chief changes made in the amendments adopted in 1921, practically prohibit the use of the Japanese type of bunk which is commonly a large platform built along the side of a wall and covered with straw so that one bunk is separated from another by merely a board. The new regulation requiring a clear open space of at least 20 inches between bunks puts an end to this unsatisfactory arrangement.

Many employers found after having provided the facilities required that the efficiency of their workers increased to such an extent that the expense of equipping and maintaining their camps was a matter of little importance in comparison with the results obtained and are heartily coöperating with the Commission of Immigration and Housing of California in the enforcement of the Act.

R. W. KEARNEY,  
Acting Attorney and Executive Officer,  
California Commission of Immigration and Housing.

## SPARTANBURG STARTS CITY PLANNING.

The Park Commission of the city of Spartanburg, S. C., has entered into an agreement with John Nolen, Town and City Planner of Cambridge, for the preparation of a comprehensive City Plan. This will include a planning survey, general city plans and a report. The Report will cover main streets and roads with typical street sections, giving width and subdivision of same; rights-of-way for railroads and locations for stations; parks, play-grounds, and other open spaces, with location, use and general character of development proposed; approximate locations of districts or zones for various classes of development with proposed restrictions; and locations for the principal public buildings, especially those to be grouped in one locality.

The agreement provides for consultant services for a period of three years, and the preparation from time to time, of design and construction plans for the Spartanburg Park Commission. The expenses of the planning work will be met jointly by the Spartanburg Park Commission, the City Council and the Spartanburg Chamber of Commerce.



## AN IRRESISTIBLE FORCE MEETS AN IMMOV- ABLE OBJECT.

One more instance of real estate interests without vision or public-spirit fighting against the march of progress is found in the situation that has recently come to a satisfactory conclusion in the city of Louisville.

Louisville was one of the first cities in the country to enact a modern and up-to-date tenement house law. Thanks largely to the energy of Mrs. George H. Gray, now a resident of New Haven, and with the staunch support of Mr. W. W. Davies, one of Louisville's leading attorneys and aided by Lawrence Veiller of the National Housing Association, the state of Kentucky put on the statute books over 10 years ago a tenement house law applying to the city of Louisville. That law compares favorably even today with the later enactments of other states.

In the winter of 1920, at the instance of a group of public-spirited women the Kentucky legislature passed a new and more modern housing law applicable to all classes of dwellings instead of merely to tenement houses, based very closely on Veiller's "Model Housing Law," and intended in its original form to apply to the larger cities throughout the state. As the bill advanced in the legislature it was found advisable to limit its application to the city of Louisville, and the bill became a law on March 23, 1920.

Shortly thereafter, what often happens, happened here. Certain real estate interests, not realizing that the "world do move" deemed such legislation to be an invasion of private property rights and announced their determination to have the law in question declared invalid by the courts. Accordingly a test case was brought. It is this case which has recently been decided by Judge Shackelford Miller sitting as a special Judge in the Jefferson Circuit Court.

The provision of the law which the real estate interests determined to base their proceeding upon was well chosen from their point of view; for, it was the side-yard provision, which always is a thorn in the flesh in all housing laws, because where such a provision is of any effect at all, it is bound to make a very marked change in the practice with regard to open spaces left at the side of new buildings.

Although this section of the Louisville housing law was not

perhaps as well drawn as it should have been, and therefore lent itself to attack rather easily, it is gratifying to record that Judge Miller has handed down a decision which leaves no possible doubt as to the ability of the legislature to deal with such questions under the exercise of its police power.

In this case the owners of the property affected had a lot 30 feet wide on which they proposed to build a house 24 feet wide leaving the inadequate side-yard space of 3 feet on each side of the dwelling. Under the terms of the housing act this side-yard space was required to be not less than 10 feet wide, as windows opened upon it on both sides of the building.

Those contesting the act rested their case upon the claims that the act was unconstitutional because:

- (1) Its title was defective;
- (2) That it attempted an unreasonable classification, in that it applied only to cities of the first class;
- (3) That it was harsh and oppressive and denied the plaintiffs their constitutional rights in the enjoyment of their property without due process of law in violation of the Fourteenth Amendment.

After disposing of the minor claims thus advanced as to legality of title and the fact that it applied only to cities of the first class, the court takes up the question of due process of law and shows plainly that the act in question is a legitimate exercise of the police power of the state, and that the question of whether side-yards should be 10 feet wide or 3 feet wide was a question solely for the legislature to determine, and that having so determined it did not concern the court.

On this subject the court had the following to say:

"This Housing Act was passed by the legislature in the exercise of the police power of the state; and that being true, courts are authorized to hold such laws invalid only when it plainly appears that the legislature was acting in an arbitrary, unreasonable or oppressive manner, or has been influenced in its official conduct by improper motives, ill-will or caprice. It is not to be lightly asserted that the legislature exceeded its authority \* \* \*. Consequently, on public questions, the courts very properly allow themselves a wide field of inquiry into matters of common knowledge;

but this inquiry does not and cannot take the form of evidence by a particular litigant to show that in his view the law is unjust, oppressive, or unreasonable, or that there was no public necessity therefor. If this were permitted it might result that in one case the court would have to find the law unconstitutional, while in another case, under a different state of facts developed by the record, the court would be compelled to reach a different conclusion, and there would be no certainty in the law although it applied to all members of the community alike. \* \* \*

"The courts are not at liberty to inquire into the proper exercise of the power. They must assume legislative discretion has been properly exercised. If evidence was required it must be supposed it was before the legislature when the act was passed; and if any special finding was required to warrant the passage of the particular act, it would seem that the passage of the act itself might be equivalent to such finding. \* \* \*

"Whether the enactment is wise or unwise, whether it is based on sound economic theory, whether it is the best means to achieve the desired result, whether, in short, the legislative discretion within its prescribed limits, should be exercised in a particular manner, are matters for the judgment of the legislature, and the earnest conflict of serious opinion does not suffice to bring them within the range of judicial cognizance. \* \* \*

"\* \* \* If we were permitted to go into the reasons for the action of the legislature we might cite the United States Housing Corporation which requires a minimum side-yard of 16 feet; the Kentucky statute regulating dairies, which requires 50 feet of open space to a dairy barn; the stringent legislation of Kansas by which plant life has been protected, *Balch v. Glen*, 85 Kan. 735; the ordinance of Milwaukee, safeguarding milk cattle from disease, *Adams v. Milwaukee*, 144 Wis. 371; the statute of Washington, preventing weeds from growing in a side yard, *Wedemeyer v. Crouch*, 68 Wash. 14; the ordinance of Chicago, preventing bill boards from being constructed in residence districts, *Cusack Co. v. Chicago*, 242 U. S. 526; the ordinance of the city of Los Angeles, prohibiting the business of brick making in a certain district of the city, although it resulted in an enormous

loss to the brick maker, *Hadacheck v. Los Angeles*, 239 U. S. 394. Of course, the *Slaughter House Cases*, 16 Wall. 36, are too familiar to call for a more elaborate reference. See also, *Erie R. R. Co. v. Board of P. U. C.*, 254 U. S. 394.

"It is readily apparent that the operation of this Housing Act may in some respects work a hardship against the plaintiff; but that argument was answered by the legislature when it said, in passing the Housing Act, that it was necessary for the new portions of the city which are being improved, from becoming the slums of the city fifty years hence; and that if this Housing Act had been enforced fifty years ago we would not now have the unfortunate slum conditions that exist in every large city. Every reform of this character results in inconvenience, and possibly loss, to many property holders; but that does not prohibit the legislature from taking such action as it may deem wise under the conditions which confront it. That is the very purpose for which the legislature was created. From its judgment the only appeal is to the ballot box; the courts will not interfere. \* \* \*

"I am of opinion that the legislature had the power to pass the Housing Act, and that it is not for the courts to question its exercise." (*Case of E. G. Smith, et. al. vs. Emil Korell, Jefferson Circuit Court, No. 121,902.*

Those persons in Louisville who have borne the brunt of this fight must be deeply gratified. The public and the cause of housing owe a debt of gratitude to State's Attorney Davis Edwards, to Mr. Stuart Chevalier, former City Attorney of Louisville, and Assistant Counsel to the U. S. Housing Corporation who was associated in this case, to Dr. McCormack and his associates in the State Board of Health, and to the group of social workers headed by Mrs. Rebecca Judah.

It is announced that an appeal from this decision will be taken to the higher courts, but if the real estate interests of Louisville are well advised they will end this litigation now; for, their chances of success in the courts are remote, to say the least.

The dispute will now presumably be transferred to the legislature. Already those responsible for the present housing law have announced their determination of having the law extended to the second class cities of the state, namely, Lexington, Paducah,



Covington and Newport. An interesting discussion of this whole subject may therefore be expected in the coming few weeks.

A significant feature of this situation was the action taken by the recent Kentucky Conference of Social Workers held the latter part of October. At this Conference Dr. Arthur T. McCormack of Louisville, and Secretary of the State Board of Health, was elected President of the Conference. At the same time the Conference adopted a resolution to the following effect:

"We urge an extension of the provisions of the Kentucky housing law. We endorse the need to extend the provisions of the state housing law to cities of the second, third and fourth class, and pledge ourselves to co-operate with other agencies in securing the necessary legislation."

It is hoped that both parties to this contention will be well advised; that the real estate men will gracefully accept their defeat and recognize that housing laws in Kentucky, as in other states, have come to stay and are for the benefit of the community. It is hoped equally that the supporters and defenders of the housing law will be equally wise and will recognize that the present law has some defects which should be cured by legislative amendment.

## STRUCTURAL SLATE FOR THE HOME.

Chapter 6, "Urinal Stalls;" Chapter 7, "Shower Stalls;" and Chapter 8, "Laundry Tubs, Sinks and Sink Tops," are the titles of recently published Chapters of a Series on Structural Slate. These are being compiled by the Structural Service Bureau of Philadelphia, of which D. Knickerbacker Boyd is head, in co-operation with the Structural Slate Co., of Pen Argyl, Pa. These Chapters continue a series describing and illustrating the uses of Structural Slate for Architectural and Sanitary purposes.

Of the publications so far issued, the last two Chapters describing Shower Stalls and Laundry Tubs, Sinks and Sink Tops will be found of particular value to those interested in homes and home construction. They should prove of great assistance to architects, builders and owners who desire to secure a substantial, wear-proof material for these purposes at the most economical cost.

The Chapter on Shower Stalls, similar to the rest of the series, is illustrated with drawings and perspectives of various types of installations which may be used to fulfill requirements for single or battery layouts. The text and descriptions are most conveniently arranged for ready reference. Comparative price lists are given showing the difference between each size and type. A suggested form of specification is also included which enables Shower Stalls to be called for specifically by size and type.

Chapter 8 on Laundry Tubs, Sinks and Sink Tops will appeal to those interested in housing probably more than any other of the entire series. Slate, because of its great tensile strength resists wear and rough usage, is sanitary, and is easily kept clean. It is therefore specially adapted for sinks and laundry-tubs in dwellings.

The series is so arranged as to make readily available to everyone the results of the analysis of types, sizes and arrangements of parts in all installations of slate. Their adoption will assist in eliminating the multiplicity of patterns, dimensions and details formerly obtaining, and avoid the waste of time required in making choice from a needless and complicated array of installations now existing and which varied only in minor, non-essential details. The rapidly extending use of these Chapters is an indication of the value of the material contained therein, and the form in which it is presented.

## PROVIDENCE'S CITY PLAN.

A single well-printed 58-page pamphlet contains the annual reports of the City Plan Commission of Providence, for the years 1915 to 1920 inclusive. No report is included for the first year of the Commission's existence, 1914.

The Commission, established by ordinance of City Council (1913), consists of the Mayor, President of the Board of Alderman, President of the Common Council, Commissioner of Public Works, and four non-official citizens appointed by the Mayor. During the period covered by these reports there have been serving upon the Commission 8 different officials and 6 citizens. The reports may therefore be construed as the account of the activity of 14 persons.

It is disclosed in the beginning that the Commission possesses a clear conception of the work to which it is called. Nowhere

have we seen a more lucid and simple statement of the problem than in the following, quoted from the second report:

"It is conceived by the Commission that the most important work to which it is called, and one which cannot be undertaken except through the agency of such a commission, is the making of a comprehensive plan for the systematic and harmonious development of the city, for the progressive accomplishment, step by step, of a constructive program, and that this plan should proceed from the rougher and more general outlines to the more minute and definite details."

To the credit of the Commission are a number of proposals—details of a general city plan—the merit of which cannot be exactly weighed by one unfamiliar with the city of Providence. Some of these proposals are ambitious, and they appear to have been conceived with definite reference to a future city plan. This is marked especially in the proposal for a highway together with the reclamation of a large area of "undeveloped or badly developed territory which for nearly two-score years, although very close to the business section, has presented a case of 'arrested development,' or actual deterioration of values, on account of the character of the contour."

Among other detailed activities are the development of schemes for the "Public Garden" area, for the civic center, and for the treatment of river banks; and the advocacy of proper commercial and park development upon the harbor front.

The 1919 and 1920 reports are largely given over to explanation of the need for Zoning and of the methods of developing Zoning studies. This includes a program of procedure in which educational publicity is wisely given a prominent place. The Commission evidently looks forward to the city acquiring the legal authority necessary to put Zoning regulations into effect.

Of especial significance is a statement made in the 1918 report to the effect that authority for the city to exercise excess condemnation had been granted by the legislature in 1917, and that this method has been put into actual operation in the case of the laying out of a new street.

Certainly these reports indicate a broad and practical vision and it is to be hoped that the people of Providence will accept them as conclusive evidence of the need to provide funds and

facilities for the more comprehensive studies which are so much needed.

FREDERICK BIGGER,  
Executive Secretary  
Citizen's Committee on City Plan of Pittsburgh.

## THE PLIGHT OF THE CHILDREN.

"Fathers and mothers are tramping the streets of Cincinnati vainly seeking shelter. After searching for days, and in some cases weeks, they call at the office of the Better Housing League, exhausted and discouraged; and, with tears in their eyes, ask assistance in finding rooms.

"They complain that nearly everywhere they apply they are met with the same cold announcement: 'I will not rent to families with children.'"

With this statement as a beginning, there appeared in the newspapers of Cincinnati not long ago an article addressed in large type "To The Landlords of Cincinnati."

The article goes on to say:

The cry "What are we going to do?" is repeated over and over again by unhappy and worried parents. Each of the six visiting housekeepers of the Better Housing League has two or three desperate families on her hands and is trying to find rooms for them. The families have from 7 to 12 children each and it is easy to appreciate the landlord's position from every standpoint except that of the humanitarian.

The league finds it possible to overcome some of the economic objections to accepting tenants with children by offering to supervise families. Supervision means calling often on the family, teaching laws of sanitation, training children, making the family understand what is expected of it, and teaching it to live up to a certain standard.

The most pressing case at present is that of father, mother and 11 children living in 2 rooms. The father is a disabled former service man, and able, on account of his compensation, to pay a fairly good rent. He is unable, however, to find rooms on account of his children. The members of the family are not very strong, and the best solution of the problem would be a four or five room cottage in the suburbs.



Not all families looking for rooms have as many children as the families described, but even families with one or two babies are refused quarters. Children in cramped and crowded quarters, repressed through fear of disturbing neighbors, granted no provision for play space in their own houses, old beyond their years, are lucky today, even under these circumstances, if they have a roof over their heads.

Is Cincinnati noted for its splendid public school system, waiting for a "Pied Piper," who will call forth all the children from rented homes to follow him out of an unfriendly city?

With this statement of facts the Cincinnati Post made a definite appeal to the landlords of Cincinnati as follows:

There you have the facts as the Better Housing League reports them. Because it feels that property owners probably do not realize the seriousness of the problem, *The Post* makes a public appeal for co-operation in solving it.

If rooms in any property you own are vacant, or are soon to be vacated, please communicate with the Better Housing League, 25 E. Ninth St. Its telephone number is Canal 6950. The league will be glad to assist in overcoming any difficulties found by landlords in housing large families.

Let's open homes to the children and their worried parents!

Following this example, another one of the leading papers of Cincinnati a few days later published a similar article. As a result of this widespread publicity the Better Housing League received offers from several landlords owning cottages outside the city limits and also from a number of owners of fairly good property within the city offering to rent to families with children. Miss Ethel Ideson, the Assistant Secretary of the League states that individual landlords are more easily persuaded to try this experiment under the supervision of a Visiting Housekeeper supplied by the League since the newspaper articles were published, and the situation has now eased up somewhat.

One of the interesting by-products of this effort has been that it has brought the work of the Better Housing League to the attention of many poor people who had not known that there was any organization to which they could turn in such circumstances.

## GARDEN HOMES POPULAR IN MILWAUKEE.

In a recent issue we described at some length the plan for co-partnership housing in Milwaukee. Recent advices indicate that more than 700 applications have been made for the first 75 homes that are to be built by the Garden Homes Company. Allotments will be made on the basis of desirability upon the return of a questionnaire being sent to applicants. The houses are to be 6-room houses and their cost is estimated at \$4,000 per house.

## A MODEL FOR OTHER CHAMBERS OF COMMERCE.

How an intelligent and progressive chamber of commerce set about dealing with its housing problem by first finding out the facts is splendidly exemplified in the report made by the Attleboro Chamber of Commerce entitled "Housing Analysis of Attleboro."

The method of procedure adopted by this body may well serve as an example to chambers of commerce throughout the country as to the wise way in which to proceed under similar circumstances. Instead of jumping at conclusions, the Chamber determined to have an accurate statement of facts before attempting to determine what effort, if any, should be made to meet the housing shortage in their community. As a means of doing this, the Chamber employed Mr. George H. Schwan, the well-known architect and town planner of Pittsburgh, to make a thorough study of the whole situation.

Mr. Schwan in his report points out that Attleboro is from 220 to 660 houses short of its housing needs; that the number of houses in the last 4 years has increased but 1%, while the population has increased 10.5%, resulting in 130 families being housed in 100 dwelling units whereas 110 families for 100 such units is considered a normal condition.

Interesting results are reported as to the home-owning desires of the population. The report states:

We find that of the 535 desiring to own homes, 305 or 57% of these are able to make some initial payment, and 95 or 31% are able to make sufficient initial payment; we find that among the groups where the yearly wage is sufficient to buy and maintain homes, there are 181 families desiring

to do so. In the \$1,440 to \$1,560 and in the \$1,560 to \$1,680 groups, there are 81. These groups are pretty well to the limit line, and it is questionable at present if more than a few in these groups are in a position to own. Deducting these groups, we find that there are 91 families having both desire and ability to own, which substantiates the first deduction.

We recommend a study of this detailed report to similar bodies throughout the United States.

## ROOMING HOUSE PROBLEMS.

An interesting feature of the recent Annual Conference held in New York City by the Association to Promote Proper Housing for Girls, of which Miss Cornelia Marshall is President, was the discussion of the problems of the housing of single women from the point of view of the persons most directly interested, viz., the girls who live in rooming houses and the landladies who operate them. Ordinarily, these points of view are apt to be a somewhat left out of consideration.

Landladies affiliated with all the various room registries and girls who could be reached through all of the principal girls' organizations in the city were invited to the conference in question. One of the interesting items of news developed by the conference was the fact that landladies listed with the Association have organized a Hostess' Club which, by its title, shows that they appreciate that their business is of social value as well as of personal commercial advantage. These landladies have adopted a series of Standards which govern the management of their houses—a very distinct step in advance of the conduct of the rooming house business.

In the discussion among the girls who live in rooming houses, it was generally agreed that it was a risky thing for 2 or 3 girls to take an apartment together; for, if one dropped out the remainder were then forced to bear the financial burden. It was also pointed out that living in a larger household lowered the per capita cost and was the best thing for the girl from the financial point of view even though it limited her freedom to some extent.

Girls from the Y. W. C. A., the Y. W. H. A., and the Junior

League houses told of the generous treatment afforded in cases of unemployment and illness.

The self-supporting and self-governing method of Girls' Community Club Marshall was explained and attention was called to its emergency fund planned by the girls themselves to which each members pays 5¢ weekly and from which she can draw in an emergency paying 2% interest on her loan.

The Conference discussed other phases of the general housing question and was the most successful conference of its kind that has thus far been held by this organization.

## HOUSING IN CALIFORNIA.

The Bureau of Housing of the California Commission of Immigration and Housing reports it has been directing its principal attention, since the last session of the Commission, to the following tasks:

1. A study of documents dealing with government financial aid to housing.
2. A study of the existing housing code.
3. A re-organization of the office files and the procurement of back records of correction of law violations.
4. Inspections in various cities.

It is the judgment of the Housing Bureau that the California Housing Code is ambiguous in places and stands in need of revision. The Bureau wants authority to draft a building code and speaks a modest word in its own behalf as better qualified to draft such a code and to enforce it than is the Industrial Accident Commission which is competing for this responsibility. Unfortunately, the Report does not go into detail as to the work of the Bureau in this field. There are references to the inadequacy of the inspection service in towns and cities and one case is cited where the Mayor of Salinas frankly admitted both a lack of funds and of knowledge to draft a local building ordinance but a contented acquiescence in the erection of a theatre to seat 2,000 persons with exits only 19 inches wide.

In the first field of its service the Bureau has "entirely reorganized" its office files and rectified records which were not complete in giving histories of the past accomplishments of the Bureau. Comparatively little attention is given to the inspection service of the Bureau. In Fresno, the inspectors succeeded in forcing light and ventilation into 90% of the dark rooms of



rooming houses. In Bakersfield, a survey was made of 4 blocks. the business men were aroused to action. What this action resulted in is not stated except that the inspectors made recommendations for the erection of 40 houses of \$1,200 each. In San Fernando, the Bureau coöperated with an inspector appointed by city council and 225 houses were inspected. "The adjustments of the violations which we have pointed out are still pending," is the Bureau's own comment on the results attained here. To do all the work undertaken by the Bureau with its present force is difficult, so the Bureau recommends another inspector to be employed.

It is unfortunate that the Bureau of Housing of California is unable to make a better presentation of its activities. Surely the foregoing cannot be the principal results of all its work. With the housing problem so acute in the country today and acute in California cities, the public has every reason to expect a broad, comprehensive programme with definite, practical and measurable results. The programme as outlined in the report of the California Bureau does not represent a labor output of two qualified men working consecutively for one month. The report does not indicate the size of the staff of the Bureau, but if the staff is so small that the description of its principal activities does represent satisfactory accomplishment, the sooner the Commission of Immigration and Housing grants the request for more employees, the better it will be for the cause in general and for California in particular.

BERNARD J. NEWMAN.

## NEGRO HOUSING.

The City of Savannah has become concerned over the housing conditions under which a considerable portion of its negro population lives. Accordingly, the City Council has recently adopted a resolution calling for an investigation of this situation by a special committee to be named by the Mayor.

The action thus taken is due largely to the initiative of Dr. W. F. Brunner, Savannah's efficient City Health Officer, who believes that better housing facilities among the negroes will reduce the death rate and result in a falling off in illness among the colored population.

At a recent meeting of the Board of Sanitary Commissioners, housing conditions among the negroes as related to the prevalence

of disease and the high negro death rate were discussed and a committee was appointed to investigate the situation and make a report to the City Council. It is expected that as a result of the investigation to be made by the special Council Committee that a modern housing law will be drawn up and enacted.

## WHY MINERS DO NOT OWN THEIR OWN HOMES.

If one were asked what class of workers the world over is housed the worst, one would instinctively answer "the miners." To what extent that situation is a factor in the industrial unrest that exists among these workers it is hard to say, but the fact remains that most mining communities, not only in the United States but all over the world, are sordid, drab, monotonous and deadly. To most of us, life there would not be worth the living.

That one mining company is alive to this situation and realizes the importance of providing more attractive living accommodations for its workers is evidenced by the following statement recently issued on behalf of the Logan District Mines in West Virginia.

From the fact that most of the dwellings in the coal regions of West Virginia are "company owned" the inference has been drawn that the coal companies deliberately deprive the miners of opportunity to own their homes. That this impression is misleading is shown in the Logan field, one of the most prosperous and orderly non-union mining districts in this country.

Recently-built houses are attractive cottage-type dwellings with the usual modern conveniences. The coal mining companies provide them, just as they provide schools, churches, protection and other adjuncts of civilized communities, *because there is nobody else to do it.*

### RENT \$2 PER ROOM: WATER, LIGHT AND FUEL ALMOST FREE.

Miners rent their homes consisting of from two to five rooms at the monthly rate of \$2.00 per room. For one dollar a month, the miner gets an unlimited supply of coal, paying only delivery charges on the amount used. Electric lighting when available is furnished free of charge. The house-holder supplies only the bulbs. Water also is free. Generally speaking the mining companies face a monthly

deficit from house renting, the receipts failing to equal interest on building costs, taxes, insurance and depreciation.

### PRODUCERS OWN ONLY COAL RIGHTS.

The majority of the mine properties in Logan County, as in other counties of West Virginia, are leased. The producers are in full possession of the coal rights but have no surface rights.

A Washington newspaper correspondent, uninformed on conditions, asked a Logan producer:

"Why don't the miners own their homes?"

"Because it would be to their disadvantage."

"You mean," said the correspondent, recalling the own-your-own-home campaigns promoted in cities throughout the country, "that the men are not given a chance to buy their homes? Couldn't you sell them the houses instead of renting?"

"We could do that, but what would be the use? We don't own the land. We can do no more than lease the coal rights. Once a home is built, the law forbids its removal or demolition. The men would have to buy the surface rights from the actual owner of the land—and then take a long chance on occupying the house only a few years from the time it was built. Coal mining, you know, is unlike any other industry. You must go up where the coal is located. And as the vein is worked out, homes must be moved to new fields."

"Then," inquired the correspondent, "you believe the only feasible plan is the one in effect today—to build homes and rent them at a low cost per room to the miners?"

"I can't see any other way," the coal producer replied. "If the fact that we only lease were not enough to discourage ownership of homes, certainly the exhaustion of the vein is. And besides, there isn't sufficient room in many mining camps for permanent homes sites. Look at the mountains that hem in Logan!"

"The reason the producers have built homes for their workers is because the people must have homes and cannot build them for themselves."

### OWNERSHIP STRICTLY LIMITED.

The correspondent pointed to the timber on the hills. "I suppose you let your miners take what they want of that?"

"Your question emphasizes what I was saying about the limitations on our 'ownership'!" the producer explained. "Some time ago a workman who was repairing a road near here asked whether he could take some of the stone lying around, to repave certain broken stretches. I told him to go ahead. Later that day, I was approached by the owner of the land. He demanded to know who had given authority to remove stone from his property.

"Nor is that all. A Logan congregation wanted to secure a new site for their church. The leaders came to us. We gladly suggested a site on land to which we held the coal rights. Plans were prepared to begin building. The owner of the property came forward demanding to know what business it was of ours to grant any privileges.

"I know the general impression is that these mining towns and the sites upon which they are built belong to the coal producers, body and soul. But the facts are far to the contrary."

## IOWA'S PROGRESS.

Edwin H. Sands, who was reappointed as Housing Commissioner of the State of Iowa for another two-year term beginning last July, has a rather remarkable record of accomplishment to show in the State of Iowa for his efforts thus far. In other issues attention has been called to the widespread educational work carried on under Mr. Sands' direction.

Commenting on the situation in Iowa, Mr. Sands in a recent statement said:

While very little new building has been going on in Iowa, there has been a large amount of remodeling and alterations, especially the refitting of single family houses so as to serve as duplex or multiple dwellings and the turning of buildings previously used as office buildings into flats and apartments. The Iowa Housing Law has proved itself invaluable and most practical.

One of the interesting accomplishments has been that achieved in Sioux City where from between 5,000 to 6,000 privy vaults were abandoned and modern sanitary water-closets installed in their place inside the houses and properly sewer connected.



This is a very great achievement and will exercise a potent influence upon the future health of Sioux City.

Commenting on this Mr. Sands states that while this created considerable opposition at first, he is of the opinion that the people of Sioux City are now quite reconciled to the change, and notwithstanding the expense involved appreciate the great improvement that has been made. Mr. Sands added that in every case where a privy vault has been abandoned and a modern water-closet substituted, the water-closet has been located inside the building and in every case ventilated by window to the outer air. Not only have the privy vaults gone, but in a number of cases Mr. Sands has required the abandonment of several outdoor water-closets which were found to be unsanitary.

## FINDING OUT WHAT THE PEOPLE WANT.

An interesting illustration of methods employed by a progressive chamber of commerce in seeking to meet the housing shortage is found in the action of the Chamber of Commerce in Middletown, Conn. Through the medium of the press an effort was made to find out very precisely just what the housing needs and desires of the people of Middletown were. The following coupon was published in successive issues of the local papers asking for the desired information.

Send This Coupon TODAY

To The Building Editor, Middletown Press

Name .....

Address .....

I am interested in

Single house ..... No. of rooms .....

2 family house ..... No. of rooms .....

About what price would you be prepared to pay? .....

About what initial payment could you make? .....

What section of Middletown would you prefer? .....

When would you desire occupancy? .....

If not in a position to buy, do you want a rent? .....

What number of rooms do you require? .....

About what price would you be willing to pay? .....

What section of Middletown would you prefer? .....

When would you desire occupancy? .....

Are you at present rooming? .....

## THE PROGRESS OF ZONING.

We published in a recent issue a list of the cities in which Zoning ordinances had been adopted up to that time and in which Zoning Commissions were at work. Since then there have been a number of interesting developments in the Zoning situation throughout the country. In some communities important advances are being made, such as the proposal recently adopted in New York by which the exclusive residential section of upper Fifth Avenue between 60th and 96th Streets is to have the height of buildings limited to 75 feet.

How radical this change is may be realized when we consider the fact that until this change in the Zoning ordinance was made by the recent action of the Board of Estimate and Apportionment it was possible to erect buildings in this part of Fifth Avenue to the height of 150 feet.

While there has been very general support for this change in the New York Zoning ordinance, there has been on the other hand very considerable opposition to it by many property owners whose property will be affected by it.

With present values it is only possible to erect in this neighborhood either millionaire's mansions or apartment houses renting for such rentals as from \$10,000 to \$25,000 a year per apartment.

Those opposing the change in the Zoning ordinance claim that with the height of future apartment houses in this section limited to 75 feet, or 7 stories, that it will not be possible to erect apartment houses that will a commercial success and that the effect therefore of the ordinance will be to practically limit the Fifth Avenue of the future to millionaire's mansions.

Whether the action of the Board of Estimate in making so radical a change was well advised or not is a nice question. It is to be feared that with the class of property owners that are affected by this action so seriously affected in their property interests, litigation may ensue testing the validity of the Zoning ordinance which may result in an adverse court decision.

As heretofore the courts have uniformly sustained the New York Zoning ordinance, such a decision would be most unfortunate for the cause of Zoning, not merely in New York but the country over.

## OPPOSITION IN NEW JERSEY.

While the state of New Jersey has been making rather rapid progress in Zoning in recent years present indications would seem to indicate that perhaps that progress has been a little too rapid; for, opposition has manifested itself in a number of New Jersey communities—both to Zoning laws already on the statute books and to new ones that are proposed.

The Jersey City ordinance was a storm center of opposition at a public hearing held not long ago. One of the chief sources of opposition apparently being the set-back clause in the ordinance which seemed to bear harshly in cases of buildings on corner lots.

Elizabeth is another city where the Zoning ordinance has stirred up considerable opposition. Here, the opposition has centered upon the establishment of residential districts. In this case, however, residents of residential property protested against the fact that the Zoning ordinance does not go far enough and prohibit the establishment of factories in their neighborhood. As both mayoralty candidates made Zoning one of the planks in their political platforms, it would seem as if the question was bound to have considerable public attention.

South Orange is also reported to be preparing a Zoning ordinance which is about ready for public submission.

When it is remembered that from 25 to 30 new Jersey communities have adopted Zoning ordinances, these evidences of opposition are merely signs of healthy activity. Zoning ordinances that amount to anything are bound to encounter opposition from individual property owners whose property may be adversely affected by them, or who may fancy that their property is so affected.

## IN THE FAR WEST.

So many citizens and property owners have petitioned the city officials in Portland, Oregon, to prohibit buildings of various kinds in residential districts, ranging from glue factories to orphanages, dormitories, boarding schools and detention homes, that the public officials have recently urged the local legislative body and the City Planning Commission to

see if a Zoning system cannot be worked out that will give general satisfaction. A. L. Barbur, Commissioner of Public Works, in a recent public statement called attention to this situation, stating:

Zoning is needed by the city; for various sections are demanding it. The measure defeated last fall was too drastic. It is hoped that a system can be evolved that will prove both satisfactory to the people of the city and also provide for the city's natural development.

Inasmuch as the leaders of the opposition to the defeated Zoning measure are now members of the Planning Commission, it is believed by those locally interested in the situation that by bringing together the various factors a harmonious decision may be worked out.

In striking contrast to the action of Portland in rejecting its Zoning ordinance at the polls a year ago is the example of Los Angeles which was the pioneer city in the United States to take up Zoning.

### OPPOSITION IN SAN FRANCISCO.

An interesting illustration of how important Zoning laws are, and how greatly the citizens of a community come to rely upon them, is found in the recent action of the citizens of a part of San Francisco.

An amendment having been proposed to the Zoning ordinance by which it would be possible to establish a hospital in the west part of Twin Peaks district, resolutions and petitions were vigorously circulated by the various homes' associations and improvement clubs protesting against this action.

These resolutions pointed out that the amendment of the Zoning ordinance against the expressed wishes of residents in the district affected, establishes a dangerous precedent which will tend to nullify to a very large extent the protection this ordinance was intended to give to property owners.

The resolutions stated that:

The residents of this district, in many instances, have invested their all in an effort to produce a home section that will not only be a desirable place for the development



of their family life, but a district that will as well be a civic asset to which the entire community can point with pride.

We feel that the amendment of the Zoning ordinance to enable the establishment of an institution in the district of this character will, to a large measure, destroy this work as well as jeopardize property values.

Recently, after a public hearing, the City Council of Los Angeles adopted two more Zoning maps which became part of the city's Zoning ordinance. The City Council also, by a vote of 5 to 4, made an important change in the present Zoning ordinance by which apartment houses may be constructed in a district which was hitherto limited to business. Notwithstanding the warning of a member of the City Planning Commission that such action would destroy the entire Zoning system, the Council adhered to its position and made this important change in the Zoning ordinance. What the outcome of this situation will be is hard to say.

### ST. PAUL'S ORDINANCE.

The Zoning ordinance which the City Planning Board has been at work upon for some months past under the direction of George H. Herrold, City Planner, was recently made public. Under this plan St. Paul is divided into 7 zones, 3 of which are almost exclusively residential and constitute the major part of the city's area.

In addition to the residential zones, the plan includes zones for business, light industry, heavy industry and an "unassigned" zone.

The residential zones are divided into 3 classes; one zone in which single family dwellings alone are permitted, a second zone in which double houses and duplexes as well as single dwellings are permitted, while in the third zone, flats, tenements and apartment houses are permitted in addition to those permitted in the second zone. Public garages are limited to the "business" zone.

The proposed ordinance having been adopted by the City Planning Board has been referred to the Corporation Counsel for his study and legal opinion as to whether the ordinance

complies with the city charter, and if found to be in satisfactory form will later be submitted to the City Council. The ordinance is not retroactive.

### AN INTERIM ORDINANCE.

Springfield, Mass., is one of the eastern cities which has lately progressed to the point of having its Zoning ordinance presented to the public officials at a public hearing. A few weeks ago E. P. Goodrich of the Technical Advisory Corporation of New York, under whose direction the Zoning ordinance has been prepared, explained the ordinance in detail to the City Council and a number of interested Springfield business men. An official public hearing on the ordinance was held on December 8th.

In one respect the proposed ordinance is a distinct departure from Zoning ordinances generally prepared. For, in this case the ordinance is merely a stop-gap ordinance dividing the city into two broad classes, residential and non-residential districts, to operate as a temporary measure until a more complete Zoning law can be prepared, based on an accurate study of the city's needs which it is estimated will take about 6 months' time. It will be interesting to watch how this plan works.

### APARTMENT HOUSES PROHIBITED.

A unique Zoning ordinance is that adopted not long ago by the city of Cleveland Heights upon the recommendation of its City Planning and Zoning Commission, Robert H. Whitten, Consultant. This is one of the few ordinances adopted in the East that have barred out apartment houses from residential districts. In discussing this subject the Commission in its report makes the following interesting comment:

While realizing that some additional apartment houses might be regarded as necessary or desirable with a large increase in population, the Commission is convinced that all such that are desirable can be erected on property now vacant or otherwise occupied in the limited sections in which the apartments already erected have precluded the reasonable possibility of requiring only private dwell-

ing houses. In other words, we have believed it undesirable to establish any apartment zones in territory not already fully established as such. It must be recognized that apartment houses effectually destroy the desirability of neighboring property for private dwellings, and we believe it to be the overwhelming sentiment of the residents of Cleveland Heights that home ownership of single houses in this community should be encouraged by all means.

### THE LAW OF ZONING.

A valuable discussion of the legal questions that are involved in the practice of Zoning has been prepared by Herbert S. Swan, Zoning Consultant, in a pamphlet of 18 pages published as a supplement to the National Municipal Review, October, 1921, and entitled "The Law of Zoning."

In this article Mr. Swan reviews the constitutionality of Zoning regulations and analyzes the decisions of the courts with reference to the various phases of Zoning practice under the following topics: Eminent Domain *vs.* The Police Power in Zoning; Scope of the Police Power; Developing Character of the Police Power; Classification Permissible under the Police Power; Aesthetics Banned from Consideration under Police Power; Legislature Sole Judge as to Propriety of Legislation; Piecemeal *vs.* Comprehensive Zoning; Zoning Regulations no Encumbrance upon Real Estate; Comprehensive Zoning Upheld in Massachusetts; Exclusion of Apartments from Private House Districts; Limitations on the Height of Buildings; Establishment of Building Lines; Zoning Buildings According to Use; Zoning Ordinances Sustained by Courts.

All Students of Zoning should obtain a copy of this really valuable document.

### ZONING AND ARCHITECTURE.

A very valuable and informative series of articles on the workings of the New York Zoning ordinance will be found in the Architectural Forum, October issue. These include the following: "Zoning and the Architecture of High Buildings," by Irving K. Pond of Chicago; "New York's New

Architecture," by Aymar Embury, II, of New York; "Making the New York Zoning Ordinance Better," by Herbert S. Swan, of New York.

## BRISTOL'S CITY PLAN.

John Nolen in his "Report on a City Plan for Bristol, Conn.," is dealing with a town of very rugged topography and his suggestions appear to involve a minimum of interference with existing conditions. According to the 1920 Census, Bristol then had a population of 20,620 and had increased 53% in the preceding decade. This rate of increase indicates that plans should be made for further rapid growth.

Mr. Nolen names seven distinct steps in a logical procedure to be followed in preparing a City Plan and he gives in each case a cogent reason, very briefly stated, why the particular subject should be included in the study.

Provision for through highway traffic appears to be a difficult problem owing to the rugged character of the surrounding country and no radical suggestions are made for approaches to or exits from the city, aside from the widening and improvement of existing routes. Several new connections and extensions are proposed to facilitate traffic within the city and warning is given of the dangers of railroad crossings at grade and those, fully as great, of under crossings with sharp turns at each side which are frequently found on the Connecticut roads.

One principal and two subordinate city centers are proposed, and it is urged that all schools be provided with playgrounds and that such school grounds should in each case cover an entire block.

It appears that Bristol already has over 100 acres of public parks or an acre for every 204 persons, which is a fairly generous allowance, and it appears that of this area 90 acres were presented by a public-spirited citizen and his wife who have offered another tract of 12 acres as a high school site, with the provision that the city shall acquire land for a needed boulevard. Aside from these gifts the town thus far appears to have done little in the way of providing parks.

A number of suggestions are made for outlying parks of from 50 to 100 acres each. If this plan were carried out the



city would have an unusually large proportion of park area to population, but at its present rate of growth it would soon live up to it and the recommendations cannot be considered extravagant. Emphasis is also placed upon the fact that these parks should be connected and that the picturesque features afforded by the Pequabuck River should be availed of by its protection and improvement.

The report closes with some very excellent advice as to the acceptance of new plats, pointing out the need for critical examination of the use to which the property is to be put, the block and lot dimensions, the location of streets and open spaces, and the provision of sites for necessary public buildings. Some of the studies and plans illustrating important suggestions, and numerous photographs showing existing conditions have been omitted from the report as printed, which is brief but in a form to command attention.

NELSON P. LEWIS,  
Former Chief Engineer, Board of  
Estimate, New York City.

### THREE DECKERS IN CAMBRIDGE.

Cambridge, a city of about 110,000 inhabitants, has prohibited wooden "three-deckers" since 1917. An amendment to the ordinance recently introduced allowed them to be built with no adequate provision for safety; this was vetoed by the Mayor and has been returned to the Committee on Ordinances, without a vote on the question of over-riding the veto. The Cambridge Housing Committee has arrangements completed for a referendum to the voters if the amendment finally passes.

Anticipating that the proponents of the vetoed amendment might introduce another which might be only a little better, the friends of good housing have presented a new amendment which would allow wooden "three-deckers" to be built under conditions, which it is thought will minimize the objections that usually pertain to this class of building.

This new amendment is offered in an attempt to meet the demand for cheap housing and still to ensure that the "three-

deckers" shall be reasonably safe from interior and exterior fire hazard.

In case the amendment passes, it is hoped that builders will in time come to see the economic advantage of the stucco wall-covering and then be led to the still better walls of brick, concrete blocks, or terra cotta blocks with their greater first cost, but with the same advantage of saving on paint. The narrow two-story brick houses in blocks, such as are built in Philadelphia, have never been popular in Massachusetts, the "three-decker" advantages of light and air all around and all rooms on one floor being preferred.

Somerville, a smaller city adjoining Cambridge, allows the wooden "three-decker" with no precautions, but none have been built there since 1917.

Cambridge has a Zoning ordinance in preparation, district hearings being already finished.

CHARLES W. KILLAM,  
Chairman, School of Architecture,  
Harvard University.

## COMMUNITY BUILDINGS.

As industrial communities more nearly approximating the Garden Village communities of England are gradually being developed in the United States, the importance of well planned community buildings becomes more and more evident. In this respect it is likely that the United States will soon outpass England, though as yet it has much to learn from that country with regard to the development of Garden Villages themselves.

An extremely interesting series of plans for community buildings has recently been prepared by Guy Lowell, the well-known architect, on behalf of the Board of Home Missions of the Presbyterian Church in the United States of America. A pamphlet of 28 pages, composed chiefly of elevations and floor plans with necessary explanatory text for 12 community buildings of various sizes has been prepared by Mr. Lowell and issued by this organization. Copies of this pamphlet can be obtained at 156 Fifth Avenue, price \$1.00.

Mr. E. Fred Eastman, the Educational Director of the Pres-

byterian Board of Home Missions, in a prefatory statement to this booklet explains the reasons for its existence as follows:

Here are perspectives and floor plans for 12 community buildings of various sizes. They are issued in this form to meet the increasing demand from churches and civic associations in every section of the country. These organizations have been demanding practical answers to the question, "What sort of community building shall we construct?" For, hundreds of communities are past the stage of debating whether or not a community building or neighborhood house is a worth-while institution. They are concerned rather with "How large shall we make the auditorium?" and "Where shall we put the social room?" and "What kind of windows shall we have?"

Mr. Lowell was asked to classify the drawings in four classes, the smallest "Class A," the next largest "Class B," etc. He was also provided with the following list of rooms essential to a community building, with the understanding that they could not all be included in the smaller buildings. They were listed in the order of their importance and the architect was asked to include as many as he could. The order of importance in this list may seem strange to some but it is a judgment wrought out of considerable experience and study of small cities and towns and existing community buildings:

1. Auditorium: with stage at least 18 feet wide, 17 feet deep, with 8 feet wings on either side: dressing rooms large enough to be used as club rooms, as for boy scouts, camp-fire girls, etc.; box office; motion picture booth, fireproof; provision for darkening windows; good ventilation and plenty of exits; hardwood floors; movable chairs.

2. Social Room: Should be made so that it may be thrown together with the auditorium in case the latter is overcrowded. Social room should have fireplace.

3. Men's and Ladies' Toilets with small rest room in connection with latter.

4. Furnace and Fuel Rooms.

5. Kitchen.

6. Game Rooms.
7. Small Office for the manager or secretary of the building.
8. Reading Room and Library.
9. Caretaker's Quarters. Three rooms and bath.
10. Bowling Alleys.
11. Cloak Rooms.
12. Committee Rooms.
13. Gymnasium.
14. Baths.

Special attention is called to the compact character of these houses. In most cases the social room and auditorium are so placed that both can be thrown together when the capacity of either is too small. Since movable chairs are indicated throughout, this arrangement makes it possible when both rooms are thrown together to have all the chairs face into the social room or all into the auditorium as desired. Each stage is planned to avoid the usual difficulties with stage construction, too limited space, no wings, etc. The space on each stage is ample for nearly any dramatic performance desired and the dressing rooms are made large enough so that they may be used as boys' and girls' club rooms.

Mr. Lowell has done a good job, as was expected. The buildings commend themselves for their exquisite taste and charm as well as for their practical utility and economy of space.

## THE FIRE MENACE OF THE OLD HOUSE.

John J. Murphy, for many years New York's Tenement House Commissioner, and now Secretary of the Tenement House Committee of the New York Charity Organization, has recently in a letter to the press taken advantage of the loss of life of 10 people in a fire in an old-law tenement to call the attention of the public to the great menace which exists in the large number of these buildings that still exist in New York City, and discusses the possible things that might be done to reduce this menace.

He points out that in 1901, there were 88,000 houses in New York City as then constituted (Manhattan and the Bronx)



built before the enactment of New York's modern tenement house law of 1901, which worked a revolution in the type of building. Since that time, as Mr. Murphy points out, the number of these older houses, through demolition, has been reduced to 74,500.

After pointing out the extraordinary results achieved through the operation of the tenement house law of 1901, by which, as Mr. Murphy states, one-third of the city's tenement house population is now living in new-law tenements which the record shows to be absolutely safe from fire peril; he asks, "what can be done to safeguard the remaining two-thirds of the city's tenement population?" and adds that "more than 2,000,000 people must go to sleep tonight in buildings not greatly unlike the fire-blackened ruin in 17th Street."

One method by which the situation might be met, which Mr. Murphy discusses, is the enactment of a law that would require the construction of fire-proof stairways enclosed in fire-proof walls in all of these old-law tenement houses. He estimates that the cost of this, however, would be prohibitive, giving as a figure for the cost of construction alone of from \$5,000 to \$6,000 per house and in addition a loss of \$2,500 from vacancies while the alterations are in progress. Mr. Murphy wisely reaches the conclusion that any such remedy is prohibitive and therefore impracticable; for, as he states, the total expenditure that would thus be required of the property owners of the city would not be less than \$250,000,000, an expenditure which would necessarily have to be recouped by the landlords through increased rentals.

In place of this Mr. Murphy suggests that it might well be worth while for the community and the public authorities to consider the enactment of a law which would require the installation in all such houses of automatic sprinkler systems and electric alarms which would operate when the heat in the public hallway exceeded a certain degree, estimating that the cost of such installation would probably not run over \$600 for each 5 or 6-story tenement house.

If Mr. Murphy's figures are correct, it is to be hoped that the Tenement House Committee of which he is Secretary and Mr. Lawson Purdy is Chairman, will follow up this subject by legislation along these lines; for, the menace of the old-law tenement in New York City is a very real one.

## THE WAY OF THE REFORMER IS HARD.

The preponderance of one large city and the creation thereby of a distinct urban problem in state affairs as distinguished from the problems of the rural districts and the smaller cities, is a considerable factor in Louisiana where the city of New Orleans far exceeds in size any other community in that state, as this condition likewise is a very definite and influential factor in the states of New York and Illinois. Consequently, the housing problem, which in a special sense is distinctly an urban problem and finds its most intense situations in the larger cities, is in Louisiana chiefly a problem for New Orleans alone, although not without evidences of its evils in other but much smaller Louisiana cities, such as Shreveport, Monroe, and Baton Rouge.

### THE TYPE OF HOUSE.

New Orleans has the housing problem in most of its phases, excepting only the many-storied tenement building, and complicated by a population which includes over 100,000 Negroes. It has no ghetto, however, the nearest approach being the occupation of a large part of the original city (the Vieux Carré) by foreign-born, principally Italians. In New Orleans the houses are nearly all built of wood, due to the situation of the city in the heart of the Southern yellow pine production area and the entire absence of shale in its soil, which is at sea-level and is of alluvial formation.

The tenement as it is seen in the East is unknown, but the cheap wooden houses built as far back as 70 years and 50 years ago are still occupied and habitable, and properly habitable wherever they have been maintained from year to year. But too often, in perhaps 15,000 cases, the buildings of this class are in an insanitary and dilapidated condition due to chronic neglect, non-painting, non-repair, and without the commonest facilities beyond what was compelled by law when the sewer system of the city was opened 15 years ago (consisting of hopper closet and cheapest possible sink or vault), and which since then have in these cases been allowed to become all but unusable.

This type of habitation which originally had the floor line

about three feet above the ground, has by the gradual raising of city grades, often been brought down to nearly ground level. Combined with this is the fact that the old city's transportation facilities were poor and this produced a more dense crowding of the population in order to be near the market centers and their daily work.

Lots were narrow and the houses built about six feet apart. Being of wood they could not be built in the continuous block form common to some northern cities which use brick for their buildings. The newer sections of New Orleans are laid out on wider lots, with a more healthy space between houses; and rapid transportation enables the population to spread out, which will prevent the newer sections ever taking on the congested aspect visible in the old and which so unfavorably impresses one.

It is possible that the cramped manner of living and the singular style of house which it made necessary—the double cottage—reflected itself in the narrow vision of the older population and a provincialism and lack of information regarding other cities and other ways which was astonishing, but which had as its concomitant a canniness and shrewdness similar to that found in European peoples—peoples who have little and want little, but thereby deal in “picayune” matters (“picayune” implying something small but not necessarily mean).

The attitude toward progressive measures which the “old population” of New Orleans had, and the slow acceptance by it of needed improvements was partly based on this smallness of its daily affairs and partly by depression in the financial condition of the people which endured for a generation after the Civil War.

This financial lack is responsible largely for the cheap character of house construction for the mass of the people prevalent up to 20 years ago. The negroes were relegated to any house unfit for the whites and to little quarters at the rear of all the old homes, such little rear quarters having originally been provided for the slaves. The negroes, however, in time segregated themselves in various sections of the city, mostly outlying parts where land was to be had for little or nothing and where no streets or municipal improvements or transportation had as yet extended. These sections in some cases

have since been preempted by the whites in the expansion of population and have entirely vanished and been replaced with improvements of the finest kind, but some of the old negro districts are still as they were, except that they are now provided with all municipal utilities.

Another class were the aristocrats and the people of wealth created after the Civil War; and their homes were models for their class at that time, and the equal of any "rich" housing in the country. But there was little in common between this class and the mass of the population. And little or no civic enterprise or thought has directed to amelioration of the potential ills which lie behind improper housing of our citizens, of our women and children, the evils of thoughtless housing of our families, and its effect on family life, on human character and human bodies.

'Way back in those days there was no coherent science of housing. It is only since then that Lawrence Veiller and others have instituted certain principles for our guidance. And even now the housing of human beings is still a neglected phase of governmental and social organization, until, intensified by the World War, the question of housing has become a paramount one; but not so much a problem of improving improper housing as of providing a sufficient quantity of houses. The question immediately at hand is a question of house shortage rather than house shortcomings.

In New Orleans, with us it is truly a question of houses and not one of tenements, as yet. The tenement will come when workers will decline to move too far from their daily work and will insist on living in their present old and congested neighborhoods of the dilapidated type previously referred to, and thenceforth we may expect to see tall structures arise in those neighborhoods and the multiple housing of workers' families will have its beginning.

#### APARTMENTS APPEAR.

The present housing shortage in New Orleans has brought about the acceptance of the apartment house idea because rather than pay the high rents demanded for the accustomed individual homes, the people have accepted a part of an old house partitioned off and hastily made into an "apartment."



with more or less satisfactory conveniences. The extra-large size of the old homes here has made it possible to provide for some 6,000 or more additional families by such means, in addition to the building of individual new homes in the more distant sections and the construction of some few hundred new small apartment houses of the duplex or fourplex type (2 and 4 families, respectively).

The next step is already in effect now, of constructing 8-family houses and a few 16-family apartments, none going more than two stories high. Elevator apartments are represented by a scattered example here and there built prior to the War. "Apartments" in New Orleans mean something different as yet from the term as applied elsewhere, but the point I wish to emphasize is that after repeated rebuffs by the people in the past of the apartment idea, the housing shortage has now compelled its acceptance, and finally the idea will be embraced gladly.

This change in attitude is due to some extent to the influx of newcomers from other cities who are accustomed to apartment life. However, a style of apartment altogether adapted to this city is the result, and apartment houses in New Orleans after a short time of evolution will perhaps mark a distinct development along this line, dictated by climatic and other conditions.

The tenement house in various forms, to occupy the regions where the working-people now live in more or less unsatisfactory old individual and double cottages, will undoubtedly soon appear. It is hoped that such tenements will have the advantage of starting off right, by the example of what has been done in other cities where tenement housing is the order of the day for people who pay moderate rentals.

### THE HOUSING COMMISSION.

The Louisiana State Housing Commission was created by act of the legislature in August, 1920, to investigate and report on housing conditions and particularly to suggest ways and means to relieve the impending house shortage in the class of homes most affected, the working-people's. For some reason, the Governor, John M. Parker, who has never voiced an utterance on the subject, due perhaps to its novelty in this state

and the general lack of information concerning an idea which some people deemed more suitable to New York and to the grossly congested centers than to this state, did not appoint the Commission until January, and called the first meeting on February 1, 1921, at which I was named Chairman. The Commission was without a state appropriation and solicited from its friends funds to carry on its work; but, as these funds were limited and personal sacrifices of time and expense were required of the individual members of the Commission if any results were to be obtained.

A comprehensive program\* was drawn up, covering the essential phases of the question and the more than willing support of the press was obtained, and there was a sincere public interest in the subject. On the part of the women and women's organizations that interest was in the improvement of existing conditions; and on the part of various other interests in the provision of more houses. A survey of the city proper showed a shortage in March, 1921, of 3,000 houses merely to house decently the population; but a shortage far in excess of this figure if the people were to have proper elbow room. In other words, the filling of the nominal shortage would prevent doubling up of families in the same home—there were for instance three pianos in the living room of one house and a victrola, representing four families in an ordinary house which had housed only one family under former conditions—and would prevent occupancy of many otherwise undesirable and in some cases really uninhabitable houses which were now become "homes" due to the housing stress.

A survey of the state, in 64 towns, made at the same time, showed a further shortage of 2,400 houses, Shreveport alone needing 1,200. The general plan laid out by the Housing Commission was to separate the problem into its parts and to tackle each in its proper turn, one factor in some cases being dependent on another, and thus to break down the larger insoluble question into parts more easily handled.

The general problem was divided into

- (1) Housing betterment of existing buildings and neighborhoods, and
- (2) New house construction.

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\*See Housing Betterment, April, 1921.

## STIMULATING NEW CONSTRUCTION.

The first part of the whole problem, that of improving the existing housing of the people, was abandoned to the more pressing need of the moment—the construction of new houses.

This part of the problem was then sub-divided for convenient study and solution, and a phase given to each member of the Commission to work on, the total results finally to be brought together and co-ordinated. These principal divisions, a settlement of which was thought a preliminary requisite to getting more and better homes built, were (1) taxes; (2) labor costs; (3) material costs; (4) financing costs; (5) other factors.

First, a general survey of the needs of the city and state was made. Next, the influence of taxes, cost of financing, material and labor, each in its proper proportion to the whole, was analyzed. It was found that there was a disparity of about 25% between construction costs including financing and carrying charges on new buildings and the rental return, despite the fact that rents of homes in New Orleans and Shreveport were already at that time (April, 1921) inordinately high, particularly so in Shreveport.

With a decline showing in general living costs, unemployment increasing and a decline in the average income of the mass of the people, it was hoped to do something in a massed effort of homes-construction that would stabilize rising rents at their then-existing figure rather than, in the face of lowering salaries and unemployment, leave the way open to further rent increases.

It was thought that the situation might be stabilized by encouraging an extraordinary home-building program, and this was looked upon favorably by the people and by the press; but not so favorably by real estate holders and speculators who were profiting inordinately by the conditions. These were such as to place any house which had any pretensions to being a clean and decent home at a premium both as to renting or selling; and it might be sold and re-sold as many as 3 or 4 times within 5 or 6 months, each time at a further profit, and rents were being pushed up to make an artificial valuation for houses intended for sale. Houses which ordinarily would be uninhabitable or could not be rented because

of dilapidation and lack of repair, found ready tenants. Month to month tenants were having rents raised with a "cadence never before witnessed in this city," according to the *Times Picayune* which, like the other journals, followed the housing question very closely.

Because of the popular demand for action and amelioration of conditions threatening the physical and moral welfare of families, because of doubling-up and life in makeshift living quarters, the opposition to a building program and to the Housing Commission's publicity was passive rather than active, but none the less effective in slowing down possible action that might stimulate new building.

### RENT LAWS PROPOSED.

The Housing Commission prepared laws for adoption by the State Constitutional Convention then in session, exempting to a reasonable extent new homes whether for occupancy by owner or for rental purposes. The tenants of New Orleans make up about 77% of the population; and it was deemed that the mass of the people required some help, although it was conceded that the great desideratum is for each family to acquire its own home. But the tenant is an important factor in every city, is the majority always, with rare exceptions, and tenants are found in the full range of society from highest to lowest, and consequently are representative. Tenantry in New Orleans is yet not found in as high a percentage as in New York City and other large centers, nor in so low a percentage as say in Newark, Ohio, where home ownership seems to have some special incentive.

### TAX EXEMPTION.

Nevertheless, the Housing Commission tried to obtain a constitutional clause exempting such property from taxation for such time and conditions as would have eliminated 15 to 25% of the initial cost of a new building. The whole subject of housing is so new to a state like Louisiana, made up of one large city and the rest small towns and cities not exceeding 40,000 population, and averaging perhaps only 11,000 population at best, that the Commission had difficulty in making headway with the delegates who were writing the new state



constitution, and only at the last, after much educational work, was obtained a clause permitting two cities (New Orleans and Shreveport) through their commission council, to exempt from taxation small homes occupied only by the owner, for a period of 4 years.

Another law sought by the Housing Commission was one relating to extension of the period in eviction and ejectment cases, but this was killed, and the tax-exemption, adopted in June, has never been put into effect by either New Orleans or Shreveport. In the former city the reason given is that it is "class legislation."

The Housing Commission tried its tax exemption plan first, as the key to the situation, and next intended to call a conference of material dealers and labor and the financial interests and seek from each a guarantee of concessions that might possibly be made without economic injury to themselves, on behalf of new home construction alone. Labor, in some of the building branches, did make some such preferential concessions, but the failure of the tax exemption scheme, deemed to be the key to the situation, made it unlikely that any concessions that would be of genuine stimulus to the building industry could be obtained; for, without tax exemption the concessions which could be equitably asked from other factors and which would be economically sound, would not suffice to do away with the differential between the cost of a finished house and the rental price, even though the rental price at that time was at a very high figure as compared with 1914. The whole program was necessary in its entirety—tax exemption within reasonable limits, concessions by labor, material men and those who commanded the interest rate, besides minor factors, such as homestead supervision charges, architectural charges, notarial fees and miscellanies of this kind which go into a building operation and which bear overly large on small home costs.

### OPPOSITION GROWS.

With the failure of the tax exemption scheme and the very comprehensive plan for both putting it into effect and for inaugurating a building program which the Housing Commission formally presented in July to the mayor and com-

mission council of New Orleans, and with a growing antagonism of the press against tax exemption, plus the strenuous but effective opposition of real estate owners, who desired the *status quo* to remain with as little new construction as possible to upset the high and growing values of old houses, the Housing Commission's general project was run up a blind alley. This program had been formulated and carried to this point by myself and with the help of two or three of the Commissioners, the others acquiescing, so that up to this time the Commission's purposes were supported unanimously by all its members.

But, as a sub-committee which had been named in February to investigate rent conditions failed to report, in fact had taken no action and as July 1 marks the beginning of the house-leasing season in this State, and as my office had been the recipient from time to time of tenant complaints that indicated an increasingly serious situation for the tenants, I now took over the work of the sub-committee and called on the public for the information concerning rents that the Housing Commission had originally desired and for which the special "committee on what-is-a-fair-rent" had been authorized and appointed.

This was on July 5, and immediately a public storm broke over me. The Housing Commissioners split on the subject of the rent investigation, which previously had been formally authorized by them, but which now that the question had taken concrete form they were averse to carrying through. To speak of rents being "excessive" or "outrageous" or "requiring investigation," was one thing, and as long as it remained in the realm of the well-meaning things to do, the place of good intentions remained purely an academic mouthful, all was well. Now, however, it had definitely assumed the position of a hard and incontrovertible fact, was in the hands of press and public so securely as to be beyond recall. Thenceforward, I had only the most vigorous opposition within the Housing Commission, and alienated all but one or two members by my somewhat vigorous and aggressive pushing of the rent investigation.

After stormy meetings, private and public, during which certain of the commissioners who had never attended even one meeting since the inception of the Commission, but now came out to protect their interests which were evidently in conflict

with the rent agitation, and after I had been made the target of various influences and attempts and threats, and seeing breakers and shoal waters ahead, I organized the tenants themselves at a public mass meeting in Lafayette Square, opposite City Hall.

### TENANTS ORGANIZED.

The more courageous sort of public men and women participated as speakers and sponsors of the new "Tenants' Rights Association." Ward meetings of tenants then ensued and the Housing Commission which the people had looked forward to until then for guidance and for amelioration of conditions now ceased to take the initiative. On August 23, in the middle of the leasing season and in the midst of a mass of tenant complaints of extortion and oppression by real estate owners and agents, at a ward meeting of the T. R. A. (as the press designated it) I exposed for the first time a list of names—of the only ones—of those who had publicly opposed me or taken a public stand against the rent relief idea.

It happened that the names with one exception all belonged to one racial group, and yet they represented the sum total of people who had raised voice against the rent proposals. None others had done so publicly. But this public address of mine ended my experience as a housing commissioner, for the press and the racial group—Jews—and their friends demanded that the Governor ask for my resignation, which he did forthwith and which was immediately given.

For a time this issue was used to obscure the real issue, as during the rent agitation every possible means was used to cloud the direct aim I had taken, and to terrorize the timid tenant-public, which at best is always in fear of being evicted if known to have "seen Hite" or who in any way antagonizes the landlord.

The remnant of the Housing Commission within a few weeks drew up a final report to the Governor, no successor having been named in my place, and went out of existence by limitation. Its report is deemed to be of rather doubtful value, was in no sense what it should have been, in fact did not pretend to discuss the housing problem at all and was a perfunctory performance, to hasten a close of activities which were unpalatable for some of the members.

It was never dreamed that the subject of "housing," until then very little heard of, could contain so much active matter, be so "loaded with dynamite" as one of the Commissioners phrased it. Lack of knowledge of the importance of housing and an erroneous belief in its innocuousness, was the reason for lack of response by some of the Commissioners to what I deemed, especially at the present-day juncture of the housing problem, their manifestly large duty to the State and community.

### THE FIGHT IN THE LEGISLATURE.

However, the state legislature went into special session in September and the Tenants' Rights Association presented its bills aimed to secure rent relief and protection against ejection in these stressful times when people have no more houses to go to and are permitted to occupy buildings at the mere will—sometimes the mere whim—of the owner. The opposition to the bills came from the same source as the opposition to the Housing Commission's general program.

This opposition, the silence of the newspapers and the neglect of the "reform" members of the legislature representing the city, and the disorganized condition of the rent relief movement due to my removal as Chairman and illness and the heavy costs in which I had been personally placed, and the general lack of finances to engage the necessary legal talent to fight the tenants' battle at the State Capitol, made it impossible to go further with our bills than a unanimously favorable report by the legislative House Committee which considered them.

But the Louisiana laws being based on the Napoleonic Code made it necessary to have more legal assistance to accommodate the tenor of the New York and other rent laws to the peculiar Louisiana jurisprudence. Therefore the attempt to get legislative relief at the session which ended in November failed. The tenants hope, however, to be able to get protection, especially against short notice evictions, at the regular session of the legislature which meets in May, 1922.

In the meantime the same powerful interests which opposed a building program have still held sway, and, in my opinion, have misled the public into expecting building costs to crum-



ble and have done everything possible to discourage building operations of a residential character, with a consequent result that such operations at the present time, consist only of necessary construction and a multitude of very small and extremely cheap and in most cases undesirable types of houses, certainly of impermanent construction. All of which is to be deplored because it does not raise but perhaps lowers housing standards for many years.

I intend to continue my efforts to achieve a thorough-going building program in the coming year. New houses in large numbers and properly built are of course the final solution for most of the housing ills. We conceded all along that legislative rent relief was required for an emergency period only and to tide over the mass of the people dependent upon landlords, until the necessary and large number of houses could be built.

The Louisiana housing situation therefore has advanced only from an educational standpoint; the public certainly has received information of a broad and varied character and the subject has been touched from every angle. It has involved a great deal of bitterness it is true, and newspaper strife, and rent relief seems as far off as ever to the tenants, but in my estimation the building program originally contemplated, with the exception of the tax exemption scheme, will be carried out fully in the coming year; and it is possible that the 1922 legislature will re-write the eviction law.

MORGAN D. E. HITE,  
Former Chairman,  
Louisiana State Housing Commission.

## NEGRO HOUSING IN MISSOURI.

A pamphlet of 56 pages contains the third semi-annual report of "The Missouri Negro Industrial Commission." It is of unusual suggestion and significance. This Commission "gives to its colored citizenship their first independent state department and right of investigation with recommendatory privileges."

Much as the reader is instructed and interested in the findings of this Commission, that the colored people themselves

are reporting on conditions affecting their own race, is the significant fact. The seven Committees (14 members, 3 of them women) suggest the scope of the investigation: General welfare, Better education, Retention of Negroes on farms, Study of moral and social conditions, Health, Obligations of citizenship, Legislation and Ways and Means.

The investigation has given hope and encouragement to a large number of people. This report gives the kind of knowledge which will aid in "building up the Negro race from within out, not from without in."

There are six parts. That which has interest for the readers of this magazine is the part relating to housing. The needs and problems of the Negro are often not considered in surveys for general betterment, although it is admitted that bad housing makes for bad morals. The report mentions a house in Lydia Street, Kansas City, one bedroom with no windows, the lavatory opening into the kitchen and absolutely no way to ventilate. Where cordial relations exist between the races as in Ste. Genevieve the Negro seems to get fair play as to housing, but the attitude of the landlords generally in increasing rents and in unwillingness to repair property, arouses a spirit of antagonism in the tenant. The need of a State housing code is urged by the Commission.

The report uses the expression "homeless houses." There are many such outside of Missouri contributing to the degradation of life in all classes of society.

SUSAN P. WHARTON,  
Philadelphia.

## CONGRESS AIDS BUILDING AND LOAN ASSOCIATIONS.

At the recent session of Congress strong efforts were made in many directions to promote an increase of the funds available for mortgage loans to home seekers through building and loan associations, by amendments to the new Revenue Act granting certain taxation exemptions designed to encourage investments in these associations. On recommendation of the Ways and Means Committee, the House incorporated in the Revenue Act a specific exemption of \$500 of annual income to

be allowed to a citizen deriving such income from investments in a domestic building and loan association. This was stricken out by the Senate Finance Committee after considerable controversy. When the Conference Committee met to harmonize many differences between the two Houses on details of the bill, the lower House strongly insisted upon its original position and the Senate conferees held strongly for no exemption. A compromise was finally agreed upon, providing that an exemption of \$300 per annum of income is to be allowed, which is to extend only for a period of 5 years from January 1, 1922.

This provision is expected to induce a considerable increase of building-loan investments. It is estimated that last year, these associations put out seven hundred million dollars (\$700,000,000) in small mortgage loans to home seekers.

## LEGALIZING THE BUILDING LINE.

One of the things which city planners have been anxious to accomplish for many years has been the establishment of uniform building lines. Heretofore, however, it has seemed that there were insuperable legal difficulties in the way of accomplishing this because of certain court decisions.

An interesting experiment has been tried recently by the city of Cleveland which not long ago enacted an ordinance dividing the city of Cleveland into special districts and providing for the establishment of front yard spaces and establishing building lines on a definite basis in these respective districts. The ordinance in question imposed a 15-foot building line restriction on a certain street. An owner who evidently believed in "self-determination" proceeded to erect a new building in utter disregard of the established building line. When the frame of his house had proceeded up to the second story, the work was stopped by the building inspector. For a while it looked as if there might be a court decision on the validity of this ordinance, but upon the offer of the owner of the structure to move the building back 10 feet from the street line the case was settled out of court.

This subject is of so much importance that it is hoped that some contumacious and litigious person may be found in Cleveland who will be moved to test the legality of this ordi-

nance so that there may be a court decision with reference to this important question.

## A FARM CITY PROPOSED.

While America has not developed as yet a Garden City like Letchworth or Welwyn, though many persons in America are anxious to see such a development take place, preliminary steps have been taken the past year or so to develop a Farm City.

At the instance of Mr. Charles S. Bird of East Walpole, Mass., a man who has long been alive for many years to the possibilities of wise city planning—a scheme for the establishment of a Farm City in Pender County, North Carolina, has been given most careful consideration, and such Town Planning experts as John Nolen and Thomas Adams have been employed at various times to report upon the feasibility of such a scheme at this particular location. Mr. Adams' report made last January has been set forth in a printed pamphlet of some 24 pages, copies of which can be obtained from Mr. Bird.

## CONCRETE HOUSES.

The annual volume of the Proceedings of the American Concrete Institute (Volume 17, 1921, containing 555 pages) covers the field of achievement in concrete during the year in matters of research and construction.

Of particular interest to readers of this journal will be the report of the Committee on Concrete Houses, a discussion of the fire resistance of concrete block and brick, and a short paper on concrete house construction in England, by John T. Stewart.

The Committee on Concrete Houses present with their report a "Recommended Practice" for Concrete House Construction based on the successful use of concrete in many housing developments during the last few years. It is interesting to note that they advise a minimum thickness of basement walls of 6 inches and of other exterior walls of 4 inches, and that they also recommend that solid concrete exterior walls shall be furnished with furring on the inside to produce



an insulating airspace between the interior finish and the concrete wall. This furring is not needed when double exterior concrete walls with a good airspace between is used.

The discussion of fire resistance of concrete block and brick is also of interest in view of the rapid growth of these materials in residence construction. The Institute plans to carry on an exhaustive series of tests in collaboration with the Underwriters Laboratories of Chicago in order to determine accurately the fire-resistive qualities of this building unit, with a view to its general adoption in building construction.

The article by Mr. Stewart is a brief review of concrete residence construction in England after the War with numerous illustrations showing the types made use of. A very large amount of British government housing was built with concrete block of various kinds.

LESLIE H. ALLEN.  
Chicago.

## LIFE ON THE FARM.

Urban housing has so occupied the public mind in recent years that very little thought has been given to housing conditions in rural communities. There is, however, a great and widespread interest in the improvement of life in the country. For, the War brought a realization of the vital importance of the farmer to the country.

A recent survey of 91 rural families in St. Joseph County, Michigan, has shown an interesting situation. Of these 91 families 72 owned their property and 19 were renters; 52% had lived in the locality for at least 25 years and only 8% had been there less than 5 years.

On the average, there was one person for every 2 rooms and an average of 4.1 persons per family. Not only was the disposal of wastes inadequate but proper water supply and sewage disposal were both lacking. 80% of the farms had driven wells and cisterns and modern sanitary conveniences were present in only a few cases. An attempt was made to show the time lost through ill health and it is stated that the average time lost per family was 38.8 days each year, or 10 days per person. The report also states that the women of the family averaged a working day of over 13 hours in summer and 10 in

winter, with little leisure. The total average expenditure of each family was \$300, of which 80% were met by household activities.

## MAKING FRAME HOUSES SAFER.

At last the lumber industry has waked up to the realization that it is wiser policy to urge the making safe of the frame house from fire hazard than it is to oppose the construction of fire-proof houses on the ground of greater cost—a change of policy undoubtedly dictated by the fact that the cost of fire-proof construction has been steadily decreasing while the cost of frame houses has been steadily getting larger.

A recent announcement made on behalf of the lumber industry states that the most competent engineers in the lumber industry have during the past year been working out improved designs in frame construction with a view chiefly to the reduction of the fire hazard to a minimum. The statement adds that through these better building methods, and at very little increased cost over the older methods in vogue, the danger from fire in frame houses has been reduced 50% through improvements in construction.

While the houses are just the same in appearance as those of ordinary construction, they possess many hidden protective features that it is claimed make them essentially fire-resistive. These features may be summarized as follows:

- (1) Fire stopping at all intersections of walls and partitions with floors, ceilings and roof.
- (2) Herring-bone fire stopping in partitions midway between floor levels.
- (3) Partition and wall corners framed solid.
- (4) Wall between porch, attic, and house sheathed solid.
- (5) Header beams 20 inches from the fire-place breast. Incombustible hearth.
- (6) Wood members 2 inches from chimney, space between filled with loose incombustible material.
- (7) Plaster applied directly to chimney breast.
- (8) Flue lining in chimneys.
- (9) Top of chimney 2 feet above peak of roof.

- (10) Protection over heating plant.
- (11) Roof framing 2 inches from chimney, flashed, permitting free movement of chimney.
- (12) Top of heating plant 15 inches from ceiling.
- (13) Furnace 8 feet from warm air riser.
- (14) Smoke pipe  $1\frac{1}{2}$  times its diameter below the ceiling.
- (15) Heat pipes 6 inches below ceiling.
- (16) Doubled tin pipes,  $\frac{1}{2}$  inch air space between in partitions, kept 1 inch from all woodwork. Steam and hot water pipes 1 inch from woodwork.
- (17) Heat pipes running through floors, fire stopped with loose incombustible material.

Special emphasis is placed upon fire-stopping. With these precautions observed it is obvious that a very great improvement will be brought about in the fire hazards of our great cities.

## HOTELS FOR NEGROES.

An effort is being made to meet what is said to be a nation-wide need at the present time for the negro traveler who finds in most communities a deplorable lack of hotel accommodations for his race.

John W. Lewis, a negro of Washington, D. C., has launched plans for the erection in every large city of a first-class hotel to take care of the needs of the travelling negro public.

In a public statement on this subject made recently he said:

Unless a negro traveler coming into a locality has friends who are able to give him shelter he must sleep in the railroad station or in a cheap and unsanitary lodging house. Conditions as they exist now in this country relative to accommodations afforded the travelling negro public are deplorable and justify the attention of those of my people who are in a position to better them.

My first effort, the Whitelaw Hotel, located at the corner of Thirteenth and T Streets, this city, proves what can be done along this line. Last year it accommodated 50,000 negroes. My next effort will be in Atlantic City,

where 500,000 negroes visit each year, but where there is not a single modern hotel accommodating colored people.

## HOME OWNERSHIP IN THE U. S.

Housing reformers as well as real estate men have urged for some years that "the workingman should own his own home" and have viewed with real concern the increase of tenancy in the United States as disclosed by the census returns.

Heretofore the figures available with regard to home ownership have been misleading because of their failure to differentiate between homes owned free and clear by the occupant, and where the occupant merely "owned a mortgage on his home." The Department of Commerce has rendered a very great service to the entire country in the important study that it has made of this question based upon the returns of the 1920 census. In a public statement recently issued, it is pointed out that in 1920, 54.4% in the United States were rented and only 45.6% were owned. Of the latter, but 28.2% were owned by their occupants and were at the same time free from encumbrance, while 17.2% were mortgaged.

In making this study, the Bureau of the Census very properly limited its consideration of the question to homes that were "the abiding places of a single family" and did not include multiple dwellings of various kinds or where several families occupied an ordinary dwelling house.

The 1920 census figures show that there are in the country 24,351,676 homes each occupied by one family. Of this number 12,943,598 were rented and 10,866,960 were owned by their occupants with 541,118 in which the facts as to tenure were not ascertained. Of the owned homes 6,522,119 were free from encumbrance, 4,059,593 were mortgaged and in the case of 285,248, their status was not determined.

The proportion of rented homes to the entire number of homes increased from 53.9% in 1900 to 54.2% in 1910, and to 54.4% in 1920. Although in the country, as a whole, there was thus a slight increase in the percentage of rented homes during the last 10 years, there were decreases in this respect in 19 States and the District of Columbia and in one State there was no change.

With regard to the question of encumbrance, the percent-



age which mortgaged homes represented of the total number of homes owned by their occupants increased from 31.3 in 1900 to 32.8 in 1910 and to 38.3 in 1920, a very considerable increase in the last 10 years. Only three States showed any decrease in the last 10 years in this respect.

As to the percentage which rented homes formed of the entire number of homes in the community, in 45 of the 68 cities having 100,000 inhabitants or more, a decrease took place in the past decade in this respect.

In the statement issued by the Bureau of the Census will be found in tabular form complete information on every phase of this subject. All students of housing should immediately obtain a copy of the statement in question entitled, "Homes Owned, Mortgaged and Rented."

## NEW YORK STILL ON THE DEFENSIVE.

It would seem that after more than 20 years' successful operation of a law that it might be taken for granted as accepted by the community, but this is not the case with the New York tenement house law. It is still necessary to defend it from the attacks of hostile interests at every session of the legislature and probably will be necessary for many years to come. This is not because the law is a poor one, but on the contrary because it is effective and "has teeth in it."

In a highly informative pamphlet issued by the Tenement House Committee of the New York Charity Organization Society of which Lawson Purdy is Chairman and John J. Murphy Secretary, entitled "The Present Status of Tenement House Regulation and the Dangers Which Threaten It," it is pointed out that inertia remains the greatest force in human affairs.

The pamphlet goes on to say :

Constant effort is necessary to stimulate even public spirited citizens to direct their attention to subjects, fundamental to the maintenance of tolerable existence. The living together of great masses of people in small areas, inevitably produces problems affecting the public health and welfare, and demanding public regulation.

For many years the city of New York was dimly con-

scious of the need of such action in relation to housing, but this consciousness was not strong enough to offset the hostility of the private interests, which resented State interference with the relations between landlord and tenant. Many humanely disposed persons were unable to see that in a great number of cases the economic status of the parties to the contract made freedom of contract impossible.

### HEALTH PROTECTION VITAL.

That the protection of the health of citizens from the evil consequence of circumstances beyond individual control is a prime function of the State, will not be seriously disputed. When such conditions were found to be arising in New York from congestion of population and the unregulated tenancy of unsanitary or unsuitable buildings, public-spirited citizens demanded that action should be taken by the State to insist upon proper protection for such groups as the city was unwilling, or unable because of its limited legislative powers, to safeguard. Hence, very properly, the law governing the erection and maintenance of tenement houses was made mandatory and not permissive. Its operation was limited to New York and Buffalo, because public opinion was prepared to apply the remedy only to those districts in which congestion and its attendant evils had become so manifest as to admit of no denial.

### CONSTANT ATTACK.

From 1901 down to the present, the defence of the Department and the maintenance of the law (of course with such amendments as progress in the art of building made necessary) have been the subjects of continual warfare. Every legislature has seen the introduction of from 4 to 12 bills, mostly designed with intent to emasculate or nullify the law. The Tenement House Committee of the Charity Organization Society, which caused the enactment of the Act of 1901, has stood as the defender of the law. Never refusing to consider or support desirable amendments, it has always been on its guard against

proposals which were calculated not to amend, but to destroy.

### ABOLITION BY STARVATION.

Tenement House Reform is menaced from another quarter with results which aroused public sentiment alone can combat. Because the work of the Tenement House Department is wholly preventive it receives little popular notice. Its work may and does save thousands of lives in a year by lessening fire peril and suppressing the conditions which favor the spread of disease, but a fireman or policeman who saves two lives at a fire obtains for his department more credit in the public mind, than the Tenement House Department gets for a year's work.

Hence in making appropriations for the various departments, the Tenement House Department always fares badly at the hands of the Board of Estimate and Apportionment. If it had not been for the statutory requirement that provision shall be made for not less than a prescribed number of inspectors there is reason to fear that reduction would have been carried to the point of abolishing the department.

### UNCEASING HOSTILITY.

There are, however, certain associations of tenement house owners which maintain paid officials, whose business it is to appear before the legislature and the Board of Estimate and Apportionment, and who never fail to support any measure which the Tenement House Department and the Tenement House Committee oppose, or to oppose whatever either of these bodies may favor.

Their favorite plea is that the work of the Tenement House Department is "coddling" the poor, maintaining for them conditions very much better than they need or appreciate, or than they enjoyed in the places where they lived before they came to New York. These representatives are accustomed to offer themselves without undue modesty, as examples of people who grew up in tenement house districts of New York in the days before there was any regulation.

They aver that they thrive physically in the slums, laid the foundations of their several fortunes there, and that what they did the people of today can do quite as well. They protect against "over-inspection" as being one of the burdens breaking the taxpayer's back, and this, in spite of the fact that there is today only about one field inspector to every 750 tenement houses.

In the name of economy they urge the Board of Estimate and Apportionment to consolidate the Tenement House Department with one or other of the departments of the city government; but what they really seek is to abolish regulation, feeling certain that such a move would result in breaking down the authority and influence of the Department.

### PERSISTENT MISUNDERSTANDING.

A reason frequently advanced for the abolition of the Tenement House Department is that it merely duplicates the work of other departments. Even persons, otherwise public-spirited and well-informed, fall into this error and lend their names to attacks based on this misconception. As a matter of fact no other department duplicates the Tenement House Department's work.

Periodically someone proposes that its work shall be turned over to the Bureau of Buildings. But seven-eighths of the Department's work has nothing to do with building construction. It would be more reasonable to propose that it be consolidated with the Police or Fire Department, and one can see at a glance how absurd that would be.

### DUPLICATE INSPECTION.

That property owners are harassed by overlapping and conflicting inspection is also alleged. An extensive agitation on this subject developed in 1915-1916, which resulted in the passage of the Lockwood-Ellenbogen bill, amending the Greater New York Charter and coördinating the powers of authorities having jurisdiction over buildings in the city. An exhaustive investigation of the subject of duplicate inspection was made at that time and



certain changes ordered, but it is worthy of note that the Tenement House Department was expressly excluded from the provisions of the law, the fact having been demonstrated that the Tenement House Department did not duplicate any other department's work.

With the appointment of a Commission by Governor Miller to revise the Greater New York Charter, there is no doubt but that the interests which have so persistently sought the abolition of the Tenement House Department on the ground that it duplicates the work of other departments will seek a new opportunity to accomplish this result that they so much desire. The friends of tenement house reform in New York will need to be, as usual, on the alert.



# Housing Betterment

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# Housing Betterment

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## IN ENGLAND

### THE AXE AND THE TAXES

THE British political world has recently been agitated by the submission of the so called Geddes Report. Some months ago Sir Eric Geddes, former Minister of Transport, was appointed by the Government to head a Parliamentary Committee created for the purpose of reducing the cost of Government (see First Interim Report of Committee on National Expenditure, Cmd. 1581, 1922). Recently, this Committee has submitted its report recommending cuts in every branch of the Government, especially in the Army and Navy which, if carried out, would remove from the British taxpayer burdens amounting to millions of pounds a year.

In this Report the Geddes Committee estimates that a saving of £3,600,000 (\$15,840,000 at present rate of exchange) for housing can be made in the year 1922 to 1923, if the Government will sell the houses erected under the various housing schemes at an average price equivalent to 50% of their cost.

That portion of the Report which has to do with the housing policy of the Government will have especial interest for our readers, and we therefore quote it in part, as follows:

### THE GEDDES REPORT

"The sum needed for 1922-23 is given as £9,500,000, and we are informed that the full annual charge on completion of the scheme will reach £10,000,000 per annum, and will continue for sixty years, subject to slight measures of relief.

"We are advised by the Minister that it is very unlikely that it will ever be possible to increase rents so as to reduce the



charge. The lamentable and outstanding feature is the fact that local authorities who administer the schemes, subject to general directions from headquarters, have no longer any direct financial interests in economy. Their liability is limited to the produce of a penny rate, which is greatly exceeded in nearly all cases. This is an extraordinary and anomalous position.

"We are much concerned at the heavy liability which has been assumed by the State, and feel that every possible avenue of relief should be actively explored. The only feasible method to reduce the annual charge of £10,000,000 appears to be the sale of the houses. If the houses could be sold at an average price equivalent to 50 per cent. of cost, the effect on the Exchequer would be a net saving of £21 10s. per house sold per annum. There would, in addition, be no further risk in connection with repairs, empties, and non-collection of rent. This saving represents 36 per cent. of present loss, and, if all the houses were disposed of on this basis, would be equivalent to £3,600,000 per annum. Every house sold on this basis would be a real and permanent economy. The Minister of Health is in agreement with us as to the desirability of selling as many houses as possible. On the other hand, he points out that, while the Housing Acts give power to the local authority to sell houses subject to certain conditions, they contain no power which enables the Minister to make the policy of sale effective.

"We suggest that the Housing Acts should be amended so as to give the Minister a free hand as regards the sale of houses, and that a well-advertised policy of sale should thereafter be adopted by him. . . . . A policy of sale appears to be the only means whereby the heavy burdens on the State in respect of housing commitments can be mitigated.

### SUMMARY OF CONCLUSIONS

"As a result of our consideration, we are of opinion:—

I. That both in policy and where administrative possibilities existed, successful efforts to economise have recently been made. We have indicated a few directions in which we think that further economies might be made. The principal items of this Vote appertain to the Housing Schemes, which is entailing a cost to the taxpayer of £10,000,000 a year for the next 60



years, and we recommend a vigorous policy of sale of these houses in order to reduce that burden.

2. That no financial incentive to economy is given to those who are entrusted with the administration of this vast property. Economies in administration and upkeep are entrusted to those who have no financial interest whatsoever in decreasing the loss on the undertaking they manage."

Commenting on the Report the *Architect's Journal* of London has the following to say.

### THE ARCHITECT'S JOURNAL'S COMMENT

A staggering feature of the much-discussed Geddes Report is the curious recommendation with regard to housing. It is calculated that the average cost of each house built under the moribund national scheme is probably £1,100. This, according to the Geddes report, implies an annual charge of £75, towards which the net rent provides £16, and the proceeds of a penny rate £4, leaving £55 a house to come out of the rates every year. Imagine the case of a local authority responsible for, say, a thousand houses on these terms! It is terrible to think what would happen to the official who attempted to collect the rate based on this substantial item. He would hardly survive the first round. But, this appalling liability having been incurred, what is to be done? Reduce the burden, says the Geddes report, by selling the houses half-price: that would effect a net saving of £20 10s. per annum on each house sold. "Net saving" is a distinctly ironical phrase, for, apparently, the luckless ratepayers would be amerced in £33 10s. a year on each house sold! In the case supposed of a local authority holding a thousand houses, and fortunate enough (!) to sell them at half what they gave for them, the "saving" effected would leave the ratepayers saddled with a rateable item of twenty thousand pounds and more a year, with the debt as the only asset! Multiply these savings a little, and the State will soon have "saved" enough to go bankrupt.

"*The Builder*," another London technical journal, makes this comment:

We appear to have seen the end of the disastrous Govern-

ment housing policy; does this scheme mean the inauguration of a new state-aided venture? We have consistently pressed the view from the very first that the nation cannot be housed any more than it can be clothed, except on business principles. What profit is it to rob Peter to pay Paul, and as for shifting the burden on those able to pay it is absurd to suppose that two or three million persons in comfortable circumstances can support thirty million others. The working man will pay. He will pay in increased rates and taxation unless he wishes the country to end in insolvency. We are aware that the cost of many materials might be now lower, but will this be achieved by municipal trading, and does past experience suggest that this is conducted on business lines?

### HENRY ALDRIDGE'S VIEWS

Commenting on the recommendations of the Geddes Committee, Henry R. Aldridge, Secretary of the National Housing and Town Planning Council points out that the suggested sale of the houses as a means of cutting the loss cannot be accepted. He states that in 90% of the cases the Local Authorities have let the houses to ex-service men and expresses the view that there is little possibility of the existing tenants purchasing the houses in which they are now living. He points out that, to begin with, rural laborers whose wages are now down to 30 shillings a week in some areas, cannot be expected to pay £550 for a house. And that in the cities, the position of great masses of working people is one of real suffering at the present time, as a result of unemployment and working on part time, and that these workers cannot possibly be expected to buy the houses under the present conditions.

Mr. Aldridge adds that if the Committee's proposal is carried out the houses will therefore be sold over the heads of the existing tenants who will be asked to make way for purchasers whose claim to tenancy will be that of the highest bidder and will be quite unrelated to any war service to the country.

Mr. Aldridge adds that it is inconceivable that the Government and Local Authorities can accept such a proposal and that if they did, working-class opinion would be set aflame from end to end of the country, on the ground that a gross betrayal had been committed to ex-service men and their families in regard to the promises made.

As bearing out Mr. Aldridge's prophecy that such a proposal as is contained in the recommendations of the Geddes Committee would be strongly opposed by the workingmen of England, may be cited the action recently taken by the electorate in the industrial constituencies of Clayton (Manchester) and Camberwell (London) where the candidates on both sides were compelled to pledge themselves to the continuance of the present housing policy.

### THE APPEAL TO THE ELECTORATE

Discussing this action Mr. Aldridge adds:

It is now certain that—except in a few constituencies in which well-housed and well-to-do electors are in a majority—every candidate at the next General Election will be compelled to pledge himself to the steady realization of the Housing Policy entered upon in 1919.

The experience of Clayton and Camberwell has placed beyond question the fact that working class electors are not in the mood to be 'fobbed off' with assurances that the houses are not now needed or that the nation cannot afford to fulfil the pledges of 1919, and any refusal on the part of candidates to renew these pledges will involve electoral 'hari kari.'

Housing reformers can therefore rest content in the knowledge that their claim that the housing question has claims upon the constructive ability of members of all political parties—between whom there should be a truce of God on this subject—is endorsed by the electorate. It is a thousand times better that a dominant working class opinion should thus irresistibly compel all candidates to pledge themselves to constructive action than that the subject should become one of intense and acrid election controversy.

To those who have taken the trouble to keep their fingers on the pulse of working class opinion, this electoral anger concerning the efforts to render null and void the housing policy entered upon with such enthusiasm in 1919, will not come as a surprise.

But it will be unwelcome news to those critics who have confidently assured the Government and members of Parliament that the housing schemes of Local Authorities have no supporters of any influence and, further, that at the sound of



their trumpets of condemnation the whole fabric of post-war housing policy must crumble away.\* \* \*

It cannot be repeated too often that in England and Scotland and Wales there are now upwards of half a million (500,000) people (for the greater part, families of ex-service men) housed under proper conditions as a result of these schemes. If such a post-war achievement could be claimed by any other country in the world we should as a nation be lavish in our praise.

Working people do not need to be told of the value of the achievement. They have watched developments week by week and month by month. Houses have been erected or are in course of erection in from 4000 to 5000 villages and towns throughout England and Wales and Scotland. The offices of Local Authorities are besieged with applicants for the tenancy of these houses. It is estimated that in Manchester alone 300 personal applications are made each week at the Town Hall for the tenancy of houses now being built by the Local Authority.

But there is at work a sterner force than that of desire to get into a better home. In almost every town and village there are to be found ex-service men living under such conditions of over-crowding and bad housing as would, if realized by those critics who take a delight in mocking at the efforts and enthusiasms of housing reformers cause them to hang down their heads in shame.

Working people are moreover beginning to repeat old rhymes concerning the selfishness of the middle classes. At a recent meeting of the Axminster Rural District Council when a proposal to adopt the Geddes suggestion as to the sale of one of the houses was dismissed on the ground that it was needed by an ex-service man the following lines were quoted:

When war is raging, and danger nigh,  
"God and soldiers" is the cry;  
When war is done, and things are righted,  
God is forgotten and the soldiers slighted.

These may be "doggerel rhymes" but they express a truth which is now being bitterly pondered over by great numbers of ex-service men whose housing conditions are a disgrace to the community.



## AN APPEAL TO PARLIAMENT

Following out this policy of enlightenment of the electorate, Mr. Aldridge on behalf of his organization under date of March 11th, has addressed a letter to every member of Parliament in anticipation of the debate in the House of Commons on March 13th, when the vote on the Ministry of Health's account was to be taken. After pointing out that the Government had pledged itself as recently as last fall that the building trade should be kept employed up to the limit of its capacity in the housing schemes of Local Authorities, Mr. Aldridge cites figures to show that on February first there were 37,099 less men employed on these schemes than there were on October first, last. He adds that it is therefore literally true to say that these men have been forced out of work by the action of the Government in the limitation of the housing schemes of Local Authorities, and adds that this limitation has met with the strongest disapproval of 90% of the Local Authorities of England, Scotland and Wales.

### THE GOVERNMENT'S PLEDGE

Taking up the housing pledges of the Government Mr. Aldridge points out that as recently as March 8th, the Minister of Health was asked in Parliament whether the Government was going to fulfill the original promise of the Prime Minister to build 500,000 houses, to which the Minister of Health replied that: "He was not aware that either the Prime Minister or any other Minister ever gave such a promise."

To this statement Mr. Aldridge presents the following statement from a speech made by His Majesty the King on April 11th.

"I am informed that the immediate need of working-class houses for England and Wales alone is estimated at approximately 500,000. To meet this need the same untiring energy and enthusiasm will be required as that which enabled the country to meet the demand for munitions of War. \* \* \*

"The building of houses at the present time will necessarily be a costly undertaking, owing to the present high level of prices. But the money will be well spent; and we may look for a sure, even though deferred, return upon the expenditure in a healthier and more contented people. \* \* \*

"While the housing of the working classes has always been a question of the greatest social importance, never has it been so important as now. It is not too much to say that an adequate solution of the housing question is the foundation of all social progress. Health and Housing are indissolubly connected. If this country is to be the country which we desire to see it become, a great offensive must be undertaken against disease and crime, and the first point at which the attack must be delivered is the unhealthy, ugly, overcrowded house in the mean street, which we all of us know too well.

"If a healthy race is to be reared it can be reared only in healthy homes; if infant mortality is to be reduced and tuberculosis to be stamped out, the first essential is the improvement of housing conditions; if drink and crime are to be successfully combated, decent, sanitary houses must be provided. If 'unrest' is to be converted into contentment, the provision of good houses may prove one of the most potent agents in that conversion."

As Mr. Aldridge very pithily points out: "In delivering this speech His Majesty, the King, spoke on behalf of his Government".

### AROUSING ENGLAND

While the officials of the Government are from day to day making new announcements of their housing policy and the general consensus of opinion seems to be that Government activity is rapidly drawing to a close, the National Housing and Town Planning Council under the leadership of its energetic and efficient Secretary, Henry R. Aldridge, is stirring all England to a realization of the necessity for a proper housing policy and is organizing the country, to the end that the members of Parliament shall realize that the country expects from the Government a housing policy that will not only provide the houses that are so greatly needed, but will also deal with those vital questions, the removal of room overcrowding and the cleansing of England's slums.

To this end the Council has decided to hold during the coming year a series of from 50 to 60 conferences at carefully chosen centers, so located that no delegate will need to travel more than

25 miles in order to attend one of these conferences. As there are 1200 housing committees of the Local Authorities in existence throughout England, with housing schemes in process of realization, it ought not to be difficult to secure a large attendance at these conferences.

Among the subjects that it is expected will be discussed are the following: Conditions of Tenancy, Rents, Assessments and Management of Estates, Slum Clearance, Building Prices and Building Materials, Standards of Accommodation and Design of Houses, Lay-Out of Land or Site Planning and numerous similar questions.

### THE GOVERNMENT MUST HAVE A POLICY

The Garden Cities & Town Planning Association which cannot be charged with being an ardent advocate of the Government housing policy, is equally critical of the present policy of the Government. Commenting on the Geddes Report editorially in the latest issue of the *Garden Cities & Town Planning Magazine*, the following comment is made:

We call attention to the significant remark in the paragraph on the Private Builders' Subsidy, that "the Government are irrevocably committed to this expenditure, and we have no comments to make." There are some stern questions to ask, however. Does the Committee really consider this small portion of a total housing policy as the only part to which the Government is irrevocably committed? Is the Government free to do what it likes with the rest? Has not the Government contracted legal and moral responsibilities in regard to local authorities, working-class tenants, ex-service heroes, and the citizens at large, which it cannot honorably escape? It is true that the expenditure of 2½ million pounds during 1922-3 to close the scheme of the private builders' subsidy is a relatively small affair when compared with the total burden of 10 million pounds per annum for sixty years. But the larger amount is subsidy quite as much as the smaller amount, and was based on the same principle of the assumed necessity for State aid to build a large number of houses. The Government is surely committed irrevocably as much to the whole of its "restricted



programme", as to part of it unless a better policy can be found in the meantime.

As our readers know, we have never been enamored of the original scheme of granting stupendous subsidies to local authorities over a long period of years, and when the breakdown of the policy was foreseen by us we made ourselves responsible for a "restricted programme" of 200,000 houses, followed by a new policy of regional planning and satellite towns. The Government apparently adopted the first part of our suggestion, but not the second.

Now the Report of the Geddes Committee would sweep aside all obligation contracted in an Act of Parliament between Government and people, and in the name of economy, would bring us back to the deadlock of the armistice period. The Report blandly ignores the baffling problem of house supply as of no consequence and grapples with nothing but a proposal to sell State property cheaply for the doubtful benefit of the taxpayer. This procedure may be such as would emanate from a committee of economists, but a committee of good statesmen would realize that we must have both houses for the workers *and* economy. One without the other is worse than useless.

Summing up the recommendations of the Geddes Report they add:

We may summarize the thing in a sentence by saying that the Committee proposes to sell 176,000 houses that the working-classes, as a whole, cannot buy, that the ratepayers will not buy, and that landlords would be foolish to buy unless they can secure an economic rent. There is yet another evil alternative that the houses will be sold to the slightly more fortunate lower-middle-classes (or newly-rich working men to the number of 170,000) who will evict the present tenants—workers, heroes and their families. What a witches' cauldron of mischief these business experts have set abrewing!

## THE PROGRESS OF GOVERNMENT HOUSING IN ENGLAND

The latest figures received in this country, namely, those furnished by the Ministry of Health as of February 10th, last, show the following progress under the National Housing scheme in



the houses being built by Local Authorities and Public Utility Societies:

Estimates approved for 165,330 houses.

Contracts signed for 158,694 houses.

Houses commenced 146,222.

Houses completed (on February 1st), 85,155.

Under the Subsidy Scheme to Private Builders, Certificate A had been issued for 42,010 houses, the aggregate grant involved being £10,250,199.

With regard to the cost of houses concerning which a Parliamentary question was addressed to the Minister of Health on February 9th, is cited the Minister of Health's answer as follows:

"The lowest prices approved for houses recently have been £433 for a non-parlor house with two bedrooms; £450 for a non-parlor house with three bedrooms; and £500 for a parlor house."

From which it would seem that the cost of building the Government cottages is about one-half what it was a year ago.

## SUBSIDY TO PRIVATE BUILDERS

H. M. Grant, the practical and efficient builder of Birmingham, England, has recently been elected President of the National Federation of House Builders of Great Britain. In a letter recently received from him he states that the withdrawal of the subsidy to private builders by the Government has had a very bad effect and was a distinct blow to private enterprise.

He adds that a new subsidy scheme is now being considered and that he understands this will soon be announced; that its purpose will be to encourage private enterprise to build small houses. He adds that these will be built with a frontage of about 18 to 19 feet instead of the 30 foot frontage now being built by the Authorities.

Mr. Grant points out that while in former years the price of land was an important question vitally affecting the kind of house that was erected, that condition has now completely changed, that building land has decreased in price instead of increasing, but that the vital factor is the increased cost of road making which has increased from £7 per yard on a 42-foot road to about £26 per yard. The bearing of this on the question of house frontage and therefore upon the cost of the house is obvious.

## PRIVATE BUILDING VERSUS GOVERNMENT HOUSING

An interesting statement of the advantages to be obtained through the building of houses by private enterprise is to be found in an address of Sir Alfred Gelder at the annual meeting of the Yorkshire Federation of Master Builders at Hull a few weeks ago. After pointing out that many millions of pounds had been spent by the state on housing during the past two or three years, but that only 102,000 houses had been completed out of the 400,000 required, he adds that private builders would be prepared to build under a guarantee 30,000 to 40,000 houses a year for 5 years at a cost less than that of the present Government system. He asserts that private builders can build houses at least £100 cheaper than public bodies and gives the following as reasons for this statement:

- (1) They have the necessary plant.
- (2) They are keener buyers of materials.
- (3) They are ever on the spot watching progress in working hours.
- (4) They can and do weed out lazy and incompetent workmen.
- (5) They have better chances of selling houses.
- (6) Fewer establishment charges.
- (7) They are more adaptable to local requirements.

## CAN PRIVATE ENTERPRISE COME BACK IN ENGLAND

With the abandonment of the Government's housing policy and the discontinuance of subsidized housing schemes, whether built by the Government or by the Local Authorities, the question naturally arises, what is to take the place of the Government-built houses, and if the Government is not going to build any more houses, how are the houses to be built? Thus far there seems to be a general consensus of opinion that the private builder has not as yet come back into the field.

Whether he can be induced to come back and resume his old place, when he produced the major part of the houses built in England, is a question about which there is much difference of opinion.

H. R. Selley, Chairman of the London House Builders' Association in a recent article in one of the British technical journals in which he suggests a definite plan by which the much needed houses can be built, says:

What can the house builder do to provide houses, which all admit are in great demand? He can do his share and relieve the country of a great burden if encouraged and assisted. There are miles of roads laid out around London and in the provinces at the present time, also estates purchased by local authorities, and these could all be developed by the house builder if a well considered programme were worked out.

Let the private architects and builders get together, put the '12(3)' scheme of the Housing Act into operation in its true spirit, and then direct their attention to the Small Dwellings Acquisition Act, by which intending purchasers can find the necessary finance, encourage the man with small capital to become the owner of his house, restore confidence in the ownership of property; then we shall have a boom in house building.

The subsidy scheme comes to an end on June 23, and with it the Ministry of Health's modification of by-laws. I agree with Mr. Manning Robertson on the questions of remodelling by-laws and reducing the road-widths, and, may I add, the taking over of houses by local authorities would have a great bearing on housing.

House builders should organize and cooperate with architects; exchange of points of view can be helpful to all, the public taste can be directed in the proper channels; but unless some action is taken I am afraid house building will develop into a State burden which is the last thing any of us should desire. Let the Government and local authorities go out of business as competitors, and confine their operations to the clearing of slum areas.

## RAPID HOUSE BUILDING IN ENGLAND

The difference in speed with which building operations are carried on in England and in America has always been a source of much quiet amusement to the American observer who has found in England that absence of hustle that he is accustomed to find in American building operations.

England is apparently about to reverse this situation and to give America an object lesson in rapid construction, if one may judge from the reports that have been received of the building of a number of workingmen's dwellings in the Hereford housing scheme where 230 houses are being erected. The shells of these 2-story brick cottages were completed in a total of 32 working hours (4 actual days). The size of the gang of men engaged was not a large one and the rapid work is attributed to the splendid cooperation and good will existing between the contractors and workers in this project. These contractors, it is stated, recently completed two 7-room houses in South Wales in 13½ working days.

America must look to her laurels; for, it is quite evident that England will soon hold the speed record.

## THE BUILDING GUILDS

With the new policy of the Government and the diminished volume of Government Housing it is natural that the Building Guild movement should have been slowed up. Notwithstanding this situation, Building Guilds according to recent reports seem to be making progress. During 1920 and 1921 the Guilds submitted estimates for £16,000,000 of work and estimates amounting to over £4,000,000 were accepted by Local Authorities. These, however, were cut down to £1,250,000 by the Government. At the present time the Guild has on hand about £2,000,000 worth of work with a prospect of expansion in the near future, if the necessary financial resources can be secured.

It is reported that local Guild Committees are meeting with much success in securing private work and one local committee has recently secured by canvassing jobs worth over £20,000.

It is stated that the Guilds expect to obtain £5,000,000 worth of work this year and £10,000,000 worth in 1923, and are now definitely seeking new work in an organized way.

At a recent meeting at Leeds, H. Frankland, Chairman of the National Board of the Building Guild, stated that there were now 140 Guild Committees in existence, that the organization had in hand contracts of a total value of £2,500,000, and that works costing £800,000 had been completed. He appealed for financial as-



sistance in order that the Guild might be in a position to take all the work it could get to execute on a non-profit basis. The Guild intended to continue with a 44-hour working week whatever might be done by private employers. The Guild was now employing 6,000 operatives, and if the necessary financial support could be obtained work could be accepted which would give employment to another 1,000 men.

### “THE BUILDING GUILDSMAN”

In order to further the cause a new monthly journal entitled “*The Building Guildsman*” was begun in December. This interesting 16-page pamphlet giving interesting news of the development of the Guild movement in the building trades and containing contributed articles on various phases of the question, is published by the National Building Guild at 259 Upper Brook Street, Manchester, England. The subscription price in England is one penny a month. The first number contains an excellent account of the rise and development of the Building Guild movement.

### BUILDING BY DIRECT LABOR COSTLY

The advocates of the Guild movement in England and the workmen generally have laid great stress in the past upon the great advantages to be obtained through the building of the Government housing schemes by direct labor and very ambitious claims have been made for the results thus obtained in cheaper construction.

An informative article on this question is published in the February issue of the “*National Builder*” in which the experience of the town of Newbury is cited. Here 7 blocks of 4 houses each (28 houses in all) which were estimated to cost £650 each, actually cost in round figures an average of £1114 each or an excess of £464 per house on an estimated cost of £650, or an excess of 71% over the estimated cost. It is pointed out that during the period in question the price of houses estimated for by building contractors has steadily fallen. It would seem as if there were a use for the contractor after all.

## LONDON REJECTS THE SKYSCRAPER

New Yorkers can view with equanimity and some degree of ironic amusement the spectacle of the citizens of London having to fight the skyscraper evil.

Had a movement for a change in the building requirements of London that restricted the height of buildings been started 10 years ago when the New York skyscraper was soaring to untouched heights, it would not have been strange; for the evils of unrestricted tall buildings were not then as fully realized as they are today.

With, however, the new light that was thrown on the situation by the report of the New York Heights of Buildings Commission in 1913, New Yorkers obtained for the first time a full realization of what the consequences of unregulated skyscrapers meant, not merely in their effect upon depriving the neighboring buildings and streets of light and air, but upon the conflagration hazard, the panic hazard and the complete disarrangement of the city's transit system through the undue concentration of great masses of people in a comparatively few buildings and in a limited amount of space.

In addition, a further realization has been had since that time of the economic waste of the skyscraper, as few of them are profitable investments when having to compete with newer and more up-to-date buildings. The cost to the city government in increased bills for sewage disposal, lighting, heating and similar services is only beginning to be apparent.

It is interesting, therefore, to find a few Londoners now suggesting that London should embrace what New York has rejected.

Even though skyscrapers may be advantageous, if regulated and limited in number, in American cities with America's clear climate and wide streets, it becomes a very different matter in a city like London with its comparatively narrow streets and its notoriously foggy atmosphere.

Owing to the pertinacity of one London architect, this question has been recently agitated and re-agitated in London, and the technical societies having to do with building have been importuned to give their sanction to a movement that would permit such relaxation of the London Building Act as to permit the

building of skyscrapers in London to a height of 120 feet on ordinary streets, and where such buildings face parks or the river, to an extreme height of 150 feet.

For the past year or two this agitation has been going on and recently it has come to a head. The Royal Institute of British Architects and the British Town Planning Institute have recently taken the matter up and by overwhelming majorities, at which both sides to the controversy were fully heard, rejected the proposal to permit skyscrapers in London.

The British Town Planning Institute in connection with this discussion has issued an admirable memorandum on the whole subject from which we quote the following:

The Town-Planning Institute has arrived at the following general conclusions on the matter:

(1) In considering restrictions on the height of buildings in London, full account should be taken of the climatic conditions there prevalent, of the winter height of the sun, the general intensity of light, the prevalence of mist, and the humidity of the atmosphere. They should also be considered in reference to the general width and direction of existing streets; to the policy that is likely to be adopted in the future in regard to the development of Greater London and its outer regional area; to the existing congestion of traffic and to the practicability of providing increased transport facilities; and in particular, regard should be had to the effect of any proposals on the general health and well-being of the occupants and users of the buildings and the convenience of the public generally.

(2) It is clear that an increase in the height of buildings must add to any existing congestion of traffic, and must throw a greater strain upon all public services; the volume both of pedestrian and vehicular traffic must be greater and the capacity of drainage, water supply, and other conduits may need to be increased, as well as the public transport services both for passengers and goods.

(3) Experience shows that it is extremely difficult to secure adequate circulation of air and sufficient light to the lower rooms where high buildings are adopted. It is common experience that in American cities a vastly greater proportion of rooms, both those in tenement dwellings and those in business



premises, require artificial light to be burned throughout the day than is the case in London. So important is this effect in America that frequently a high building standing alone and benefiting by the light over the area of adjacent property is so seriously depreciated in value when the adjacent owners also increase the height of their buildings that the rent received falls to little more than enough to pay the local rates.

(4) It is by no means clear that the concentration of increasing volumes of retail trade in a few centralized establishments, or the concentration of general commerce on more restricted areas, which is the chief reason for the demand for increased height of buildings, is itself generally desirable in the public interest. In a city like New York, where the central area consists of an island surrounded by wide rivers, reasons of economic necessity may exist which are quite absent in the case of most towns, like London, where there is an unlimited area over which expansion can take place; and in view of the serious disadvantages arising from development by increased height it is considered that some overwhelming public advantage and not merely a benefit to a limited number of prosperous businesses would need to be established to justify the relaxation of existing regulations, and the Institute is of opinion that no such general public advantage has been established.

(5) It is, of course, recognized that there may be situations so advantageously placed as regards open space about them and so well served by existing roads and other services that in these cases a reasonable increase of height might be permitted without public disadvantage. The Institute is of opinion, however, that it is not possible to provide for anything further than the existing discretionary powers of the London County Council without incurring great danger, unless and until a comprehensive plan for dealing with building development and traffic problems throughout the whole of London is prepared; and that any such exceptional increase should then only be allowed in the case of specific sites fixed upon such a plan, agreed with owners, generally conforming with the requirements of comprehensive planning, and subject to special rating to compensate the public for the increased strain put by such buildings upon all public services.

The Institute therefore recommends:—



(1) That no relaxation at present be made in the regulations dealing with the height of buildings.

(2) That so soon as the form of the future government of Greater London, now under consideration, has been determined a development plan of the whole of the area should be prepared, and zoning regulations on the lines of those recently enacted for the City of New York, but adapted to the special conditions prevailing in London, should be framed and given effect to. These regulations would deal with the height, density, use and character of buildings generally, and the zoning plan could provide for those exceptional sites, if any, where some increase of the general limit of height could wisely be permitted.

In connection with this discussion a Committee of the London County Council which has the enforcement of the London Building Act, has recommended that the height to which buildings may be erected measured from the pavement to the under-ceiling of the top-most story be permitted to a height of 80 feet.

It should be borne in mind that even with this limitation there is much discretionary power vested in the London County Council by which towers and other projections may be permitted under accepted conditions.

One feature of the discussion of this proposal in London that has been most interesting has been the portrayal in drawings of skyscrapers of various proposed heights in some of London's narrow streets in the heart of the city such as Paternoster Row and Bouverie Street which are but 20 and 30 feet wide.

These interesting sketches presented by the London Society we feel must have been a most potent factor in giving Londoners a realization of the horrors that they would have inflicted upon their city had the proposal to permit skyscrapers been approved.

London is to be congratulated upon its wisdom in dealing with this problem so sanely and so effectually.

## ZONING FOR LONDON

London is at last beginning to seriously consider and discuss the question of Zoning.

Influenced by the example of America and the testimony of American experts as to the satisfactory experiences with Zoning

in that country, leaders in the Town Planning movement in England have recently been turning their attention to the possibility of Zoning with reference to the city of London. The leader in this movement has been Mr. J. P. Orr, until recently Director of Housing of the London County Council.

At a meeting of the Town Planning Institute held in February, Mr. Orr presented a scholarly and striking paper discussing his subject under three main heads: "What is Zoning?" "Is It Needed in London?" "Is It Feasible in London?"

Mr. Orr's address was illustrated with lantern slides and showed the results of studies made in different parts of London as to the necessity for Zoning and the results that would come thereby.

This talk of Mr. Orr's before the Town Planning Institute followed a meeting held in January at which Mr. George L. Pepler, the Town Planning Expert of the Ministry of Health, discussed the question of Zoning at considerable length. In the discussion which followed the reading of Mr. Pepler's paper a very interesting presentation of the whole question was had in the discussion in which Thomas Adams, Raymond Unwin, Professor S. D. Adshead and others participated.

This discussion of the possibilities of Zoning for London was most timely, coming as it did in connection with the discussion of the proposal to relax the London By-laws so as to permit the building of skyscrapers in London, and coming also at a time when the Royal Commission on London Government to which we referred in our last issue, is prosecuting its inquiries into the very complex questions that have been referred to it.

In this connection it may not be inappropriate to quote the comments of the *Garden Cities & Town Planning Magazine* on the Minutes of Evidence taken before the Royal Commission on London Government (Part I, H. M. Stationery Office, Kingsway, London, W. C. 2, price 3s. 6d.)

Referring to the evidence of the Solicitor to the Ministry of Health and the representatives of the London County Council, it pungently says:

There is a certain grim amusement to be extracted from their attempts to describe in clear English a system of local government which in all its complications is probably not under-

stood by any living Englishman. Cobett's 'Wen' was a childish complaint compared with the monstrous growth which we now call London, and the mere contemplation of the facts must breed in any minds which think in terms of human life a conviction that regional planning is not merely an amiable fad but a public necessity.

A most interesting contribution to this subject is the paper by W. R. Davidge, the well known English Town Planner, read at the meeting of the Surveyor's Institution on "The Problems of Greater London".

## HOUSING IN LONDON

All students of the development of a great city should obtain and give the closest study to the Report of the London County Council which has recently been published with reference to "Housing in London." (No. 2140, price 1 shilling). The report which has been prepared by W. H. Hamer, the Medical Officer of Health, and Frank Hunt, Expert Valuer of the London County Council, is a document of the very greatest value.

The report contains statistics showing the population and changes in the various districts in Greater London and the number of families in each district as compared with the number at the census of 1911. For the county of London the number of families in 1911 was 1,033,861 as compared with 1,144,269 in 1921, an increase of 110,408 or 10.7 per cent. This large increase in the number of families accounts for the pressure on housing accommodation, although the total population of the country has decreased, and the average size of the family must be considerably less than before, the number for 1921 being 3,918 as compared with 4,374 and 4,450 in 1911 and 1901 respectively.

With the decrease in the size of the family there has been no decrease in the size of the tenement occupied, but rather a considerable increase in the amount of accommodation per person. From figures available for one to four-room tenements, it is found that between 1891 and 1911 there was an increase in the number of rooms per tenement from 2.33 to 2.57, or 10 per cent., and an increase in the number of rooms per person from



.631 to .703, or 11 per cent. Figures are not yet available for the last decennial period, but it is probable that an increase of this tendency has been one of the results of the war. It is a common experience that families whose numbers have been reduced by deaths in the war often continue to occupy the same amount of accommodation, and the shortage of accommodation practically prevents the re-shifting of families into tenements of a more suitable size.

The report states that according to the census of 1921 the population of the administrative county of London was 4,483,249, a decrease of 38,436, or 9 per cent., since the census of 1911, following a decrease of 14,582 in the previous decennial period. In the period 1911-1921, fourteen metropolitan boroughs showed a decrease of 129,868 persons, and fifteen boroughs an increase of 91,432 persons. In seven boroughs in which during the period 1901-11 the population had been diminishing, there was an increase in 1911-21. This check to the centrifugal movement of population, it is suggested, is a natural result of the stoppage of building operations in the outer ring. In thirteen boroughs in which the settled tendency of the population has been downwards the diminution has continued, being greater in a few boroughs (Stephney, Bethnal Green and Bermondsey) than in the preceding ten years and less in the other central boroughs. The arrest of immigration as a result of the war no doubt accounts for some diminution in boroughs in which the ratio of alien population is high.

The report also summarises the position as regards unsuitable accommodations and overcrowding. It has not been possible to proceed with the clearance of insanitary areas, except the Tabard-street area, mainly owing to the shortage of houses. The conditions do not improve with the lapse of time, while the general pressure on housing accommodation results in the houses being fully occupied. With the decrease in the population and with the occupation of houses which were formerly empty it would seem that overcrowding should have diminished, and it is mentioned as an instance that in Stepney the decrease of over 30,000 in the population since 1911 is mainly in the most overcrowded parts of the borough. But this decrease is partly due to the arrest of immigration, which may be expected to be only a temporary



factor. The shortage of houses, however, gravely limits the movement of families, which are or have become overcrowded, into tenements of suitable size, and the exact position as to overcrowding cannot be ascertained until further census returns are available.

In view of the studies now being made by the Royal Commission on London Government, this report has especial value at this time.

## AN ARCHITECTURAL HORNET'S NEST

It is related that two girls, roommates at college, one rainy day decided that they would tell each other with complete frankness their various faults. They did so, with the result that they never spoke to each other thereafter.

Very much the same situation seems to have resulted in London through the courageous, but evidently unwise endeavor of Sir Charles Ruthen, the present Director-General of Housing of the Ministry of Health and also President of the Society of Architects to be equally frank with the architectural profession.

In the course of an address delivered at the Annual Meeting of the Society of Architects in January Sir Charles in discussing "The Architect and the State" said many things which the architectural profession in England evidently has very deeply resented.

That this speech has stimulated the architectural profession to think and to take account of itself, there can be no question. The speech has stirred up a veritable hornet's nest in the profession with the result that the technical journals have been filled with frantic denials by various members of the profession of the charges which Sir Charles made in this address. As a result of it all, Sir Charles has thought it was to resign his position as President of the Society of Architects. That Sir Charles fully realized what he was doing and the kind of trouble he was stirring up, there can be no doubt by any one who reads his address. At the very beginning he said:

"If these remarks cause a riot, so much the better. A good riot will do much more good than harm." And again: "I have sought to address these words to my own Society, and

incidentally to others present, in the hope that I may startle the members of the profession into some definite form of activity."

The portions of Sir Charles' address which apparently have given the most offense to his fellow architects were his remarks relating to the part which the members of the Architectural profession of England played in the country's great housing scheme. On this point he said:

The architect must face the prime responsibility of the financial disaster of the great State Housing Scheme.

No greater and no finer effort to grapple with one of the greatest of social problems has ever before been made by any country in the history of the world. No more magnificent conception could have been possible. This colossal effort was made when the finances of the country were well-nigh at the point of exhaustion; but those responsible for the launching of this great scheme designed to produce a half a million homes in a few years had every reason to be proud of their offspring.

I do not acquit of all blame those at the head of this gigantic undertaking for the difficulties that arose during the putting of the plan into execution. Some of the initial steps taken without a careful scrutiny of the forces waiting to waylay the unwary were faulty.

The architectural profession, in its excitement to grasp a great flood of new and unexpected work, overreached itself. Set about the designing of ideal homes and ideal lay-outs, the pencil went wild. Artistic houses were to be erected at last; steep roof-pitches could now be adopted; picturesque gables, and the little artistic features so dear to the heart of the artist, could be incorporated without the slightest danger of being "turned down."

The architect, as the fountain-head of this national effort, should have practised his art with a very keen and critical eye upon the serious financial side of the problem, and it is just at this point that he missed his opportunity. The danger was not even seen; the architect, I believe, would largely argue that he was not called upon to view this side, that is where the profession went wrong.

Two hundred million pounds capital loss will be the price to be paid for this great effort to correct the error of generations.

## DEFINITION OF AN ARCHITECT

Mr. Paul Waterhouse, P. R. I. B. A., the distinguished English architect, at a recent public meeting said that his favorite definition of an architect was: "A man who was engaged at small expense to make cheap mistakes with a twopenny pencil on a fourpenny piece of paper, and to rub them out with a halfpenny piece of rubber to save his client making a £10,000 mistake on a £5,000 site."

## MEDIÆVAL AND RENAISSANCE TOWN PLANNING

Professor S. D. Adshead, M. A., F. R. I. B. A., the well known English Town Planner, has recently been delivering a series of lectures on Town Planning at the College of Estate Management in London.

It is hoped that Professor Adshead will embody these lectures in book form where they will have permanent value for the student of the history of Town Planning.

In the second lecture of this series Professor Adshead pointed out the various influences upon the growth of towns in mediaeval ages—the building on the curtilage of old houses owing to the law against building on the manorial common lands, the fortified walls which at first cramped development and subsequently provided sites for wide circumferential roads, such as the Paris boulevards; and lastly the influence of the market dues, which, jealously guarded by the lord of the manor, prevented encroachments on the wide market streets of so many country towns.

The chessboard planning during the reign of Edward I of the "Bastides" in the south of France, the towns of North Wales such as Flint, and the English towns of Kingston-on-Hull, and Winchelsea, was next described, after which the lecturer passed on to the Renaissance period. He described its origin and its effect on the plans of Rome, Paris, Nancy, and other towns, and emphasized the fact that Paris owed most of its beautiful features to the planning of Louis XIV and his gardener, Le Notre. Numerous lantern slides were shown in illustration of the lecture.

The third of the series was given on the 19th instant. After referring to the effect of Louis XIV's planning at Paris upon the development of other European capitals, such as Brussels, Berlin,



and Vienna, he described similar results in Great Britain; these included plans for rebuilding London after the Great Fire by Wren and Evelyn, which were unfortunately not carried out, Inigo Jones' planning of Covent Garden and St. James' Park, the planning of the new town of Edinburgh, which was brought about by the return of Jacobite refugees from Paris, and the development of Bath in its fashionable period.

The lecturer then passed on to American planning. He showed the scheme for the development of Washington prepared by l'Enfant, described how the effects aimed at were marred by buildings and railways placed in unsuitable positions at the end of the last century, and how these have since been removed to a large extent and l'Enfant's design restored. The present lines of development of other American cities consisted, he said, of an endeavour to overcome the transit difficulties of the original chess-board planning by the construction of diagonal roads, linking the parks and open spaces by "parkways" and grouping their public buildings in "civic centers."

## THE FATE OF GRETN A

American students of Garden Community Developments have always had a deep interest in Gretna ever since this interesting war housing scheme was begun. They are, therefore, naturally interested in its fate. In our last issue we reported the intention of the Government to sell Gretna. It is now announced that if no acceptable offer is received from the property as a whole by the end of March, the property after that date will be partly dismantled and the remainder offered for sale in separate lots.

It is to be hoped that English or Scottish captains of industry will not neglect this opportunity to acquire an ideal site for an industrial community.

## PROGRESS AT WELWYN

Recent dispatches indicate most encouraging progress in the development of the Second Garden City at Welwyn. A short time ago the village was formally opened with impressive ceremonies at which Field-Marshal Earl Haig was the guest of honor. After a luncheon presided over by Sir Andrew Caird, given to 300 guests who had assembled in a building especially built for



the purpose, Earl Haig unveiled the "record stone" and "village sign" after which a tour was made, and several of the cottages, which have been built to give the maximum accommodation and size allowed under the subsidy under the Housing Act, were visited. The 41 cottages already erected represent 16 different methods of construction of which the Italian villa in its bright coloring was the most conspicuous.

The Garden City, of which the village forms a part, is built on what is supposed to have been the site of the Flavian Province in Roman times. Its present population is 1,100, although 2 years ago it was only a remote space. Four hundred (400) houses have been commenced or completed, a number of which are being erected by ex-service men, who are receiving instruction in the building trades; while 2 houses have been entirely built and equipped with electric light by ex-soldiers who suffered 30% or more disability in the war, and who had had no previous experience in the work.

The Garden City is self-contained, having its own factories, shops, schools and model dairy, the latter being made out of a 200-year-old barn.

## WHAT THE TENANTS OF THE ENGLISH GOVERNMENT HOUSES THINK OF THEM

An interesting piece of work has been done recently by the Manchester and Salford Women's Citizens Association. This organization not long ago circularized the housewives on the Anson Estate of the Manchester City Council asking for an expression of their views concerning the merits and faults of their new homes built by Government aid.

Volunteer workers were used to secure the necessary interviews and 130 replies were obtained to an interesting series of practical questions. Before publishing these replies a committee of the Association met the housewives on the Estate in conference, to discuss the general situation and secure frank opinions concerning the development of the scheme.

The general consensus of opinion was that the houses which the Manchester City Council is building are better and more convenient than the general run of cottages built in late years. On

the whole the tenants appreciate their new homes, some with enthusiasm, others with reservations.

Coming to the detailed analysis of the replies, a member of the Committee has summed up the answer to the question "What general criticisms occur to you in comparing your new house to the old one?" in the following words:

The doors have too many panels; three are quite sufficient to dust. There is insufficient room for a mangle in the kitchen, and no "pram" stand. When the gates are on and the roads paved there will be less work to do. The pantry is under the stairs, which necessitates superfluous walking in and out of the living room.

The electric switch has been placed behind the door in the bath room, where no one can see it.

General arrangements are infinitely superior. Houses much lighter and pleasanter. The only fault is in the finish, especially in the doors and staircase. The garden at the back for drying clothes is much appreciated.

There are fewer corners and no long passages. They are more compact, and thus things are made "to hand."

Distempered walls are very uncomfortable, and anything but clean where there are children. Every mark shows. The window ledges will not wash.

The following analysis of the replies to several questions is also reproduced from the summary of a member of the Committee:

*What do you think of the Living room grate and oven?* Seven say: Very good. Six liked the grate, but found the oven was no use, smoky.

*What do you think of the position and number of cupboards?* Twelve approve. Two dislike the cistern in living room cupboard. One would like a cupboard in the kitchen.

*What do you think of the widows?* Ten: Satisfactory and easy to clean. One: Too high. Two: Draughty, badly fitting frame.

*Do you like Electric Lighting?* All find it very satisfactory. One prefers to pay on the meter. One: Rather expensive at first.

*Do you find gasfires in parlor and bedroom convenient?* Ten:

Very convenient and save work. Two prefer coal fires in parlor. One prefers coal fires in all rooms. Two think parlor should have mantelpiece.

In reply to the question: "What improvements can you suggest?" The following suggestions were made:

The paint on hall, scullery and landing doors might have been a shade lighter, as it shows up the dust. The front room window should be made more artistic within and without. At present you have to stand up when you want to see passers-by.

## INTERNATIONAL CONFERENCES AT ROME IN SEPTEMBER

The International Garden Cities and Town Planning Association have arranged to hold a Conference in Rome on September 15th, 1922, at the same time as the *Congres International de l'Habitation*, and are arranging for a tour to towns in Italy of town-planning interest.

The party will start from London at the beginning of September. Visits are proposed to be made to Milan, Bologna, Florence, Rome, Pisa, Genoa and Turin, in the order named. Five days will be spent in Rome and from one to two days in each of the other towns.

Members of local councils, architects, surveyors, engineers, town planners and all who are engaged in dealing with town planning problems should gain much valuable knowledge of town planning in other countries from this Conference and tour. Reports from leading experts in the various countries will be submitted at the Conference, and many interesting examples of ancient, mediaeval and modern town planning in Italy will be studied during the tour. Italy is rich in these examples and the experience gained should be very valuable.

It is estimated that the whole tour from London to Rome and back will take seventeen days inclusive, and that the cost per person will be 45 guineas or less (\$210 at present rate of exchange). This cost includes railroad fares (first-class on steamers and second class on railways), hotel accommodations and all meals (except luncheon when staying in Rome), portage and tips.

Special arrangements will be made for American delegates, who wish to join or leave the party on the continent.

Further particulars will be announced later, but meanwhile as it will be necessary to limit the number of persons taking part in the tour, provisional bookings should be applied for to The Hon. Secretaries, International Garden Cities & Town Planning Association, 3, Gray's Inn Place, London, W. C. 1.

## FRANCE

### A QUARTER CENTURY OF ACHIEVEMENT

At a meeting of the General Council of the Department of the Seine, France, held on the 5th of December, the 25th anniversary of the organization of the *Comité de Patronage des Habitations à Bon Marché* was appropriately observed.

After an introductory speech by the President of the Council welcoming the Minister of Hygiene, M. Leredu, and other officials present, a review of the work accomplished during this eventful quarter century was given by M. Ambroise Rendu, who has been the Vice-President of the *Comité de Patronage* since 1900.

Special honors were paid to Senator Paul Strauss, President of the *Comité* for 24 years, and to M. Emile Cacheux, who has been since its beginning one of the most ardent and effective supporters of this work.

This organization has aided in bringing into existence 3 Foundations, 150 Societies for Low-Cost Dwellings, 5 Building and Loan Associations and 10 *Offices Publics des Habitations à Bon Marché*. It has received a number of prizes for its exhibits at expositions in France and elsewhere, and has conducted many competitions for house plans and for site plans. These and the many other accomplishments are all the more remarkable when one learns that the total cost to the Department of the Seine and to the government of all activities of the *Comité de Patronage* has been less than 300,000 francs, in 25 years, or about \$2,000 per year! Surely this is a creditable record, and the members of the *Comité* are well worthy the hearty expressions of praise with which M. Leredu closed the session.



## HOUSING SHORTAGE IN PARIS ABATING

According to recent accounts which have been received from Paris, the housing shortage which has existed in Paris ever since the war is beginning to abate somewhat and the outlook for more normal conditions in the near future is said to be bright.

The dwellings crisis was in part produced by the abundance of furnished apartments to let. In 1913 the number of such lodgings was—in the city, 3,051, and in the suburbs, 2,105. By 1920 these figures had increased to 9,166 and 5,308 respectively. As there was very little building during the years in question, the inference is that by 1920 there were nearly 10,000 fewer unfurnished flats and rooms at the disposal of the public.

It is easy to understand, therefore, the severity of the dwellings crisis. The law prohibiting any further increase in the practice of subletting came several years too late. Just before the end of the war Allies and neutrals began to flock to Paris, and hotels were soon overcrowded and very dear. This gave speculators their opportunity. Furnished flats sprang up like mushrooms, syndicates were formed to take up empty flats, furnish them more or less sumptuously and sublet them. Flats of four rooms which the bourgeois was in the habit of renting for 2,000 francs a year were thus sublet, furnished, for 1,500 francs a month. An unfurnished room—generally on the fifth floor—the rent of which was 60 francs a month, rose to 250 francs a month, furnished.

### TRICKED BY PROFITEERS

The distress caused to the genuine Parisian by this shameless extortion may be readily imagined. All sorts of tricks were resorted to in order to trap the unwary flat seeker and make him think he was being offered a great bargain. Here is a typical one:

A Parisian, weary of hotel life, applied to an agency for an unfurnished flat. He was received with the utmost politeness and informed that he could have a "bijou" of an apartment, but, alas! the present tenant was leaving the country and could not take the furniture with him. He would part with it at a sacrifice. The Parisian went to the address and was ushered

in by a melancholy man, who showed him over the flat. It certainly was furnished, but what furniture! Cheap stuff which had seen years of wear and had been hastily repaired to look like new. The lot might have been worth a few thousand francs.

"How much do you ask for this furniture?" asked the Parisian.

"Ah, Monsieur," replied the melancholy man, "I must tell you my sad story. Six months ago I came here with my wife, whom I adored—six months and the furniture was brand new. Alas! last week my wife—ah! la cruelle—eloped with another man and left me here alone with my grief. The furniture cost us 30,000 francs. I'll make a sacrifice. You shall have it for 25,000 francs."

### HOUSING CRISIS EASES

The Parisian said he would consider the matter. By skilful questioning of the concierge—and a tip—he discovered that the man was a second hand dealer, ably seconded by his wife, who operated on her side in a similar manner, representing herself as a war widow, an artist without engagement and so on.

Well, these golden times are over. The butcher, the baker and the candlestick maker's windows are now showing little notices (besides those of the violin and foreign language professors) to this effect: "*Belle chambre meublée. Prix modéré.*" And the "moderate price" shows already a decrease of 10 to 25 per cent. Patience!

### FRENCH RENT CONTROL LAWS

Pending the approval by the Senate of France of a law which passed the Chamber of Deputies last December regarding rents and tenancies, a temporary law was rushed through and became effective on January 6th.

This law provides that where the parties have been unable to agree among themselves, and where no final legal decision has been handed down, no tenant may be ejected before April 1st, 1922; subject, however, to the following conditions: (1) the tenants must have fulfilled all requirements of contract, local usage, or judicial decision; (2) the dwelling must be occupied

by them or members of their family dwelling with them previously; (3) they must pay pending the stay, in addition to the present rent, an increase to be fixed by the court under whose jurisdiction the case falls. An exception is made where the owner or members of his family can show real need of the premises for his or their own use as a dwelling-place.

Evidently only a temporary measure, this law is to be replaced by the more comprehensive enactment which at our last advices was in the hands of the Senate Committee on Civil Legislation.

## FRENCH DEPARTMENT UNDERTAKES SOCIAL ARMAMENT

That the people of France are preparing to attack the social problems of the reconstruction period with great vigor and in an admirably modern spirit, is illustrated by a Report "The Social Armament of Seine Inferieure" (1920-1921) a copy of which was recently presented to the National Housing Association, by M. Charles Lallemand, the Prefect of that Department.

The energetic campaign instituted immediately after the close of the War, in this Department, against enemies as yet unconquered, namely, tuberculosis and race-suicide, focussed the attention of those conducting it upon the really fundamental importance of raising housing standards in the battle against them. Thus in this interesting report of creditable accomplishments, activities have been classified as follows:

1. The improvement of housing conditions.
2. The domestic education of wives and mothers.
3. Protection of the home against the great social diseases.
4. The increase of the birth rate.

The first three of these, it is pointed out, are necessary preliminaries to any effectual campaign for the increase of the birth rate. The detailed statistical reports which follow the Prefect's introduction show that all these "fronts" are being efficiently attacked at once. The efforts to fight the slum are of most interest to our readers.

The *Office Public des Habitations à Bon Marché* of this Department was organized early in 1920 and has, in spite of



unfortunate limitations placed on loans by the law of February 26th, 1921, secured land for housing sites, undertaken the repair and management of certain dilapidated tenements, and has prepared a programme of building for 1922 which involves the expenditure of about 570,000 francs. At Havre, a similar organization confining its activities to that city, plans to build on ground given by the city, 105 houses with gardens, involving 4,600,000 francs.

Those interested in studying the work done in this progressive section of France more in detail, may consult the Report itself, an illustrated volume of 275 pages, at the office of the National Housing Association or may communicate direct with M. *Le Préfet de la Seine-Inferieure, Rouen, France.*

## EXPOSITION OF HYGIENE AT STRASBOURG IN 1923

To commemorate the Centenary of the great French Scientist Pasteur, who was born at Strasbourg, a great International Exposition of Hygiene is to be held at Strasbourg from May to October, next year.

Every phase of the subject of hygiene will be considered and appropriate exhibits displayed. In connection with the Exposition there will be a series of Conferences on the various aspects of the subject.

The Exposition is organized under the auspices of the University and city of Strasbourg, with the patronage of President Millerand, Premier Poincaré, of *Commissaire General* Alapetite and of M. Leredu, Minister of Hygiene and Social Work.

Pasteur was born in Dole on Dec. 22, 1822. The 100th anniversary of this memorable date will be celebrated with particular appropriateness at Strasbourg, where this illustrious scientist began his glorious career. A monument will be erected to him on this occasion but no such manifestation could have touched him as much as the work of the organization in the reconquered city of Strasbourg of an Exposition of Hygiene, so eminently appropriate as an evidence of the great work which he accomplished.

The Exposition is divided into 16 different Sections. The Second Section is devoted to Urban Hygiene and includes such subjects as the Construction of Cities, Houses, Apartments, Furn-



ishings, Water Supply, Sanitation, Sewage, Disposals, Street Construction, Ventilation and Heating, Public Baths, Personal Hygiene, Clothing and Accessories, Lighting and Interments.

The President of this section is M. J. Keppi, Assistant to the Mayor of Strasbourg.

All organizations interested in housing or in any phase of hygiene are most cordially invited by M. Keppi and his associates to participate in this great Exposition. For further information address the Secretary, Exposition D'Hygiene, 1, Quai Lezay-Marnesia, Strasbourg, France.

## HOUSING AND MOTHERS-IN-LAW

While it is often said that "politics makes strange bed-fellows," we now learn that the housing shortage may reverse traditional views with reference to mothers-in-law.

Recent dispatches from Paris indicate that the mother-in-law joke is no longer in vogue.

Instead of the ogre and nightmare of tradition, the Parisienne *belle mère* has come to be regarded as a ministering angel. In fact, without her benign and hospitable smile of welcome, marriage here would temporarily cease.

This proving of the mothers-in-law is the only good that has come out of the housing shortage for truly mothers-in-law have proved themselves. Of 20 marriages which took place in one arrondissement of the city last week ten prospective bridegrooms indicated that they would take up residence with their mothers-in-law. This condition is general throughout the city.

Because of the impossibility of securing apartments and the high prices demanded for the few which regularly become vacant marriage has become impossible for many. The housing crisis has caused a marriage crisis. The mother-in-law presents the one oasis in the desert of unfulfilled hopes.

## FRENCH CONGRESS ON LOW-COST HOUSING

A national Congress called by the *Société Française des Habitations à Bon Marché* on account of the gravity of the housing shortage was held at Paris on April 1-3. It included conferences and visits to garden-suburbs near Paris.

The following questions were discussed.

1. The basic elements of what constitutes "low-cost housing."
2. The influence of such housing on birth rates and death rates, and the measures necessary to preserve and increase the family.
3. How to get low-cost housing; and the money needed for building.
4. What is expected of private initiative; what is expected of governmental agencies.

Copies of the proceedings can be obtained from M. L. Ferrand, Secretary General, *Société Française des Habitations à Bon Marché*, 37 Rue de Valois, Paris, France.

## FARM HOUSES OF FRANCE

Those of our readers who are interested in the improvement of rural housing conditions, in the planning of farm buildings, or in rural sanitation, should inform themselves of the efforts being made along these lines by the Department for Farm Improvements (*Service des Améliorations Agricoles*), of the French Ministry of Agriculture.

An elaborate series of documents (which will ultimately form 4 large volumes covering all phases of farm construction) with model plans and specifications, is being published by this Department. Thus far 57 of the 80 documents have been issued, dealing with widely varying projects, from the improvement of a hen house to the remodeling of an entire farm.

While careful not to arouse antagonism among the conservative peasantry by advocating any sweeping departure from the long established types of buildings of the various regions of France—"fruit of the experience of generations,"—the editors of this voluminous work endeavor to show how, without changing the general arrangements, such modern improvements may be introduced as will add to the well-being of the farmer. Prominent among the needed changes are the introduction of more light and air into the homes; the elimination of the contaminating influence of manure heaps on non-impervious areas, or too close to the dwelling; the provision of pure water; and the elimination of in-

sanitary privies. Those familiar with our own rural districts will observe the striking similarity to the problem as it exists in some parts of the United States.

These documents are published under the title "*Modèles-Types de Constructions Agricoles*," and may be obtained either as a whole or in sections dealing with single projects, by communicating with the editor, "*Librairie de la Construction Moderne*," 13 rue de L'Odeon, Paris (VI) France. The price of the entire work is 140 francs, postage extra. Money orders should be made payable to Compte Courant Postal Paris 263, 95.

A circular giving a synopsis in detail of the various "projects" and other data concerning this work may be consulted at the office of the National Housing Association.

## REBUILDING RHEIMS

According to statements made by the Marquis de Polignac, President of the Rheims Reconstruction Cooperative, Rheims can be entirely rebuilt in 7 years provided proper use is made of the existing means at the city's disposal. It is stated that in the present year 850 buildings will be reconstructed.

## PARIS MUNICIPAL TENEMENTS

An interesting article is to be found in a recent issue of the *American City* magazine on the subject of the municipal apartments of Paris, written by Herbert M. and Lilliane R. Davidson, from which we quote the following:

Like other cities, Paris has for a number of years been troubled by a lack of clean, cheap dwellings, but there are at present completed and ready for occupancy 14 municipally owned and operated apartment houses containing nearly 2,000 apartments.

The municipal apartment house project in Paris was inaugurated in 1913, when a bond issue of 200,000,000 francs was voted to construct houses in Paris which should combine the three qualities of sanitation, beauty, and economy. A fair was held to investigate materials and construction which would be at the same time cheap, durable, healthful and comfortable. A contest was instituted in which architectural plans for the



houses were selected. Five prizes were awarded, and it is according to the model which won first prize that the first group of fourteen houses has been built.

Next, large strips of land were set aside from the city's parks and promenades, chosen in such a way as not to interfere with the beauty and adequate size of any public place. Of these, a strip on Avenue Emile Zola was chosen as the site for the first group.

The war of course interrupted this program, but the housing crisis which followed the war called for its immediate revival. Work was started in spite of the greatly changed financial conditions. It was originally planned that the city should get back the sum invested in 75 years. Under present conditions this is believed impossible, as the cost of construction has increased from three to four times. At the time of the Armistice, Paris had to choose between abandoning her housing project and taking a severe loss. She chose the latter course. In spite of a slight additional sum raised and the scheduling of rents rather higher than those planned originally, Paris will have to meet a large bill on the project. Under present conditions it will take the houses from one hundred to one hundred and twenty-five years to pay for themselves.

Now how are these apartment houses rented? First of all, preference is given to workmen and the small salaried clerical class. Although it is believed that, in general, economic laws will operate to send the renter of small income to these cheap houses, inquiry is made as to the status of the proposed tenants, and apartments are rented only to those who could not otherwise afford such pleasant and hygienic lodgings. Secondly, these apartment houses are designed boldly and unashamedly to favor families with children, and the more the merrier. Two-thirds of each house is reserved for families with 4 children under 16 years, and for every child under 16 belonging to a renter of one of the municipal apartments, the fortunate father is allowed a rebate on his rent. Families without children must be content to pay a higher proportional rent for smaller, less desirable apartments. Finally, the rents charged are at least one-third less than those charged in privately owned houses of somewhat poorer grade. The range probably will



be from 300 to 800 francs a year. The maximum charge permitted under the law is 1,038 francs a year.

The prize-winning plan from which the houses are being built is an admirable piece of work. Every apartment opens on the street, giving not only ventilation but a view to every tenant—all of which is only another way of saying “all outside rooms.” There are only two main entrances, making necessary only two *concierges*, which is French for janitors. Halls, which customarily take up great quantities of room in France, are reduced to a minimum.

There are five types of apartments, varying from the largest, containing three bed-rooms for children, one of them double, one parents' room, one kitchen and one dining-room, to the smallest, comprising only one room with a kitchenette.

In addition to the group of apartments completed in July, construction plans include a new group of five apartment houses containing 400 flats each. These will cost from 17 to 25 million francs each to build.

With future building in mind, the city of Paris has recently held in the Zoological Buildings in the Bois de Boulogne another exhibition of methods and materials of construction, with a view to finding some means of erecting houses more economically still, and especially of finding some cheaper building material than brick and stone.

Commenting on this statement M. August Bruggeman of the *Office Public d'Habitations à Bon Marché*, points out that this description of the situation is necessarily concerned with only one phase of the housing problem of Paris, for, it limits its discussion to the city of Paris itself, whereas the city of Paris constitutes an inner circle of population enclosed within an outer circle made by the Department of the Seine. The line of the forts represents merely the administrative boundaries of a theoretical, metaphysical and conventional kind.

## SWITZERLAND'S HOUSING ACTIVITIES

*La Vie Urbaine* publishes the following statement of the housing situation in Switzerland.

The effect of the War on the housing situation in Switzerland was identical with that observed in Holland. Together

with a greatly increased demand for housing facilities on account of numerous refugees and wounded, came a suspension of construction due to the mobilization of the army. In addition, Switzerland by reason of its peculiar location geographically and politically, had to increase considerably its own governmental activities and at the same time provide quarters for the greatly enlarged staffs of the agencies of other governments.

The natural consequence of this state of affairs was an all around increase of rents, and the disappearance of the normal percentage of "empties". At Zurich, this difficulty was met in part by the activities of a Housing Bureau (*Wohnungsnachweis*), under the Hygiene Department, which publishes regularly a bulletin giving statistics on current standard rentals and lists of vacancies. Since August, 1918, the declaration of empty apartments has been compulsory. Similar housing bureaus are to be found in many other Swiss cities, notably Bâle and Berne, where the organizations date from 1911 and 1910 respectively.

Building is seen to be, here as elsewhere, the only way out, and the obstacles are the same, namely, the high cost of materials and labor, and the difficulties of financing.

Municipal building is not unknown in Switzerland. The city of Lausanne has built and manages a certain number of workingmen's dwellings. Some of these were built in 1904-1905, and are said to pay 4 to 5%; others built more recently (1917-1918) paying only 3%. These dwellings are provided with water, gas and electricity. The city bears the expense of water supply and of lighting the hallways of tenements.

A recent development of importance in Switzerland is the organization of the *Union Suisse pour L'Amélioration du Logement*. This is a Society whose object is given as "Housing reform from social, hygienic, technical and economic viewpoints, with especial emphasis on encouraging the construction of pleasant healthful homes of substantial value." It has an extensive program, including such items as the organization of expositions, conferences and competitions, the preparation of model codes, the establishment of a bureau of information and advice on housing problems, aid in procuring improved legisla-

tion, campaigns against land speculation, cooperation with other similar societies and the publication of periodicals.

Already several sets of model plans and standard architectural details have been prepared and issued to its members by this society. The office of the *Union* is at Zurich, and its secretary, with whom persons interested should communicate, is Dr. Ing. Hans Weber.

## RENT LAWS IN GERMANY

The Reichstag (Parliament) on March 3rd passed a national rent law extending until April first, 1926, the present restrictions on rents.

Recent dispatches from Germany state that the effect of this law will be to give a decided setback to the expected increase of foreign investment in German real estate.

According to an article in the *Berliner Tageblatt*, foreign capital had found itself so handicapped by the old rent regulations and the exceptional decrees aimed at foreigners that they had practically ceased investing in German real estate some time ago, and were waiting for the possible abolition or material modification of the rent laws before renewing their former activities.

The new law was put through the Reichstag by only a small majority and according to the Berlin correspondent of the *Kölnische Zeitung*, it pleases nobody, as the tenants will soon experience a material rise in rents while the landlords will not get anything near the returns they had hoped for. The property owners are wroth over the feature of the law providing for the legal establishment of "Tenants' Councils" empowered to send representatives from each house to participate in the adjustment of rents and other matters, while the proponents of the socialization of housing are indignant at the Reichstag's failure to establish a common fund out of which landlords were to be paid for important necessary improvements at the general expense of all rent payers.

Under the new law a special account will be opened for each house and aid will be extended only in cases where the tenants and owners are in straightened financial circumstances. Business buildings are also covered by the regulations, with provision for special rent increases. In general the provincial authorities are



to fix rents on the prewar basis, with all sorts of allowances for repairs, increases in carrying and maintenance charges and ability of the tenants to pay.

It appears to be the opinion of the majority of the real estate experts, as well as of other interested individuals, that there is small inducement for investment by private capitalists, and that the only immediate relief of the housing shortage is to be found in Government aid. *Die Rote Fahne*, the Communist organ, in an article attacking the Government for its failure to compel the War and Treasury Departments to place alleged empty army barracks and public buildings at the disposal of the public, asserted that there were 135,000 homeless persons in Berlin and that 386,000 families with children were obliged to live in one-room flats. The paper added that the number of cases of tuberculosis in Berlin had doubled during the war and that in 1920 there were 30,000 children suffering from the white plague in the German capital.

## THE MILAN HOUSING CONFERENCE

The discussions had and the resolutions adopted at the National Housing Conference held in Milan, Italy, some months ago have recently been made available in the magazine "*La Casa*," the official organ of the Municipal Housing Department of the Province of Milan.

This conference was called to consider how the housing shortage might be met and what steps would be taken to meet the situation caused by the shortage of skilled labor in the building trades in Italy.

Three years have elapsed since the last annual congress held in Rome in 1918, from which resulted the Italian housing law of November 30, 1919, during which time the housing problem has become more and more acute and the necessity for those interested in housing reform in Italy getting together to discuss the subject became apparent.

Those calling this conference were of the view that the solution of Italy's present housing problem would come through action by the municipalities themselves and through semi-public institutions known as Boards of Popular Building Construction.

It was stated at the Conference that, compared with the number



of buildings produced by the Cooperative Societies and by private initiative, a very great increase in house production has come through the activity of these Boards of Popular Building Construction, acting in cooperation with municipalities.

Although the cause of the Building Cooperative Societies was warmly advocated by a number of speakers at the Milan Conference, the Conference apparently did not go on record as believing that such an agency would be the most effective one in producing the much needed houses.

One of the subjects discussed at the Conference was the steps that could be taken to remove from the law all obstacles that interfered with the expropriation of property required by cities for housing schemes.

Another subject discussed was that universal one of how to secure the necessary finances for a large building programme. One of the methods advocated was long-term credits payable in 50 years, and public bodies, banking companies and private citizens, in addition to the Government, were urged to grant such long-term credits on easy terms in order that the benefits of the new dwellings and hygienic conditions might accrue not only to the present generation, but to future generations as well.

The question of legislation controlling rent increases was also much discussed and laws were advocated preventing owners of dwellings built prior to the war from increasing their rents because of the housing shortage.

The delegates to the conference were very much interested in the description of new building materials and methods of building that have been developed, both in Italy and in other countries in recent years, and were very much enlightened by their visit to the model village of small one-family cottages as well as the group of apartment houses built by the *Istituto di Milano*.

On the subject of new materials and systems of construction the Conference referred this question to the technical experts; and finally the Conference adopted a pronouncement as to the necessity of intelligent city planning and the use of foresight in the planning of future houses so that they should be both useful, comfortable and beautiful and should follow an organic scheme.

The following Resolutions were adopted by the Conference:

That the Conference hoped that all agencies, both public and

private, will in a relatively short time develop a plan for building new houses that will insure to each family a healthy, decent, comfortable dwelling with all modern hygienic improvements, and whenever local conditions make it possible, with a small plot of ground for cultivation.

That the Conference reaffirms the duty that rests on every City Council toward the building of houses for people who do not own any land and urges such City Councils to facilitate by every means in their power the work of the *Istituto Autonomo delle Case Popolari* to encourage and assist the Building Co-operative systems which aim to facilitate the building of houses for the middle classes, and finally to make it easier for private initiative to build new houses.

The Conference decided that:

(1) The "*Istituti Autonomi*" or "*Enti Morali Per Le Case Popolari*" should be considered as the form of organization best qualified to provide the people with sufficient dwellings.

(2) That the "*Istituto Autonomo*" system being both financial and social in its nature is to be preferred to the "*Ente Morale*."

(3) That the "*Istituti Autonomi*" and "*Enti Morali Per Case Popolari*" should be the chief recipients of Government financial aid in the effort to stimulate house building.

(4) That it is advisable to promote the establishment of a federation of "*Istituti*" and "*Enti Autonomi*" based on the principle of mutual support.

The Conference Recommended:

(1) That in consideration of the fact that one of the big obstacles to the resumption of popular house building on a large scale by private initiative is due to the difficulty of getting adequate financial support at a reasonable rate of interest, it begs the Government to authorize the City Councils of the greater cities, when requested, to issue for a period of 6 years, non-taxable municipal short term notes for building purposes.

(2) That it is advisable in the interest of the Treasury and for the protection of the lessors and lessees to ascertain and establish the value of dwellings and consequently the rent that must be paid.

(3) Maintaining that the chief cause for the lack of private initiative, lies in the fact that the ruling rent for old houses con-

flicts too strikingly with the rents for new houses, and maintaining that, for a number of years it will be impossible to lessen the difference in these two costs; and that the public interest requires that at the earliest possible moment house building should be extensively resumed, not only in order to aid every class of citizens, in every large or small city, with dwellings, but also in order to put to work again the many branches of industry that are connected with the building of houses;

That the Government be asked to accept the principle of granting subsidies in the form of prizes to the new houses that will be built within the next 5 years.

## HOUSING REFORM IN GREECE

Private dispatches received in this country recently state that the prospects for housing reform in Athens are most promising.

Under the leadership of Princess Alice, the wife of Prince Andrew, the brother of the King, a company is being formed to build houses that will be suitable for rental to the working classes at a reasonable price.

The Princess is holding conferences with architects, builders, building material experts, and others, both Greek and English. The Mayor of Athens' interest has been enlisted and his cooperation promised.

The present plans contemplate the building of a Model Garden Village in one of the outlying sections of the city within easy reach of street-car lines, this Model Village to be used as an object lesson as to what can be done.

## A HOUSING BOOM IN JUGOSLAVIA

According to recent dispatches received in this country, the Kingdom of Serbs, Croats and Slovenes, known as Jugoslavia, is experiencing a house building boom of unprecedented proportions. Plans are now under way for the coming "million city" of which most of the inhabitants of this new Kingdom are now talking.

It is stated that the main reasons for this rush is to invest dinars (worth about 1¼ cents apiece at present exchange rates) in buildings are found in the absence of rent restrictions, the granting of tax exemptions and the abolition of customs duties



on all kinds of building materials, coupled with labor legislation designed to prevent strikes and to increase production. These causes began to have their effect last year when hundreds of houses went up in Belgrade alone. Thus far in 1922 plans have been filed for more than 3,000 new buildings in the capital, with smaller towns following along.

While the abolition of rent restrictions is working great hardships at present upon the poorer classes (the monthly rent for a comfortable three-room flat in the new houses in Belgrade going as high as from 3,000 to 4,000 dinars, with leases running for five years and rent payable in advance for years), it is expected that within a comparatively short period the more prosperous elements of the community will be housed in the new apartments, leaving a large number of old-fashioned one-family dwellings available at rates within the reach of the thousands of army officers, State officials and better paid workers who are now crowded together under far from pleasant conditions.

The national tax exemption laws provide for exemption for 25 years for houses built within two years and destined for rent to workers and middle-class people; for 18 years for houses used exclusively for dwellings, regardless of their size; for 15 years for houses the larger part of which are used as dwellings; for 10 years for houses under construction when the exemption decree was issued and made habitable within a year, and 12 years for all other houses. The law also says that these houses are to be free from rent restrictions and may not be requisitioned by the authorities. There is a slight pro-tenant modification of the law in a clause providing that the officials in charge of the matter of housing have the right to compel commercial and industrial concerns to build houses for their officers and their own employes within a certain period under threat of having the rooms they are now occupying taken away from them.

A scheme for practically reconstructing the capital is being worked on by the municipal authorities. Last Summer all the architects of the world were invited to take part in a competition, with prizes of 500,000 dinars, for the purpose of furnishing the plans for the building of twenty new government buildings, eighteen public schools and numerous theatres, opera houses, libraries, churches, botanical gardens, parks, &c. Within a few



years the ancient city at the confluence of the Danube and the Save promises to be one of the most modern capitals of Europe.

## RENT WAR IN THE CANAL ZONE

In a recent issue we called attention to the attitude of the tenants of government-owned war housing projects in the United States and their unwillingness to meet the increased rents which the Government had found necessary to impose.

A similar attitude is now being manifested in the Canal Zone. Recent dispatches indicate that American employees of the Panama Canal and the Panama Railroad are resisting the collection of the rents which became effective on January first, under an executive order issued by President Harding. Mass meetings are being held and legal proceedings contemplated to restrain the Government from collecting these rents.

## RENT STRIKES IN MEXICO

Mexico apparently is suffering from the same dissatisfaction with high rents that other countries throughout the world are experiencing.

Recent dispatches from Vera Cruz state that the rent payers of that city and also in the Nogales District and the state of Vera Cruz are organizing and plan to call a rent strike.

Landlords, on the other hand, in a public statement insist that they have made all the concessions to the tenants that are consistent with fair dealing and a meeting of landlords has been called, to organize, on their part. As a result of these rent disputes, 6 persons were killed and 12 wounded in an anti-rent disturbance in Guadalajara, a disturbance which seems to have contained elements of religious and political antagonism as well as dissatisfaction with prevailing rents.

## ARGENTINE RENT LAWS SUSTAINED

In our last issue we referred to the rent laws enacted in the Argentine to control the evil of high rents in that country and following in principle the New York rent laws rather closely.

Now comes information to the effect that the Argentine rent laws of September 19, 1921 have been upheld by a judge of the

civil courts in a decision handed down on October 22, last, in which the court held that the laws were constitutional.

The article especially attacked in this test case was the provision of the law establishing the rate of rent which prevailed on January, 1, 1920, as the legal maximum that could be charged during the two years following the promulgation of the law.

As in the United States, the court in upholding the constitutionality of these laws did so on the ground that they were proper exercises of the police power and restricted private rights only so far as necessary to promote the general welfare.

## CITY PLANNING IN CHINA

The Mayor of Canton, China, has recently written to the Mayor of San Francisco asking for maps of the larger cities and other material bearing upon city planning schemes which would be of assistance in remodeling the city of Canton along modern lines. The letter states that the opportunity for remodeling has arisen in consequence of the recent demolition of the old city wall.

City planners and Zoners will be conferring a service upon the Orient by sending copies of their reports to the Mayor of Canton.

## THE BUILDING INDUSTRY

The situation in the building industry remains very much the same so far as the building of workingmen's dwellings is concerned. While there is a steady improvement in the volume of construction work throughout the country, the F. W. Dodge Company's reports for the month of February showing an increase of 73% over the corresponding month of last year, yet few, if any houses are being built for the workingman.

Labor still continues to be the difficult element in the situation. Notwithstanding the revelations made by the Lockwood Committee in New York, the Dailey Committee in Chicago, and the disclosures in San Francisco, Labor is apparently still "standing pat."

So fair-minded an observer of the situation as Ernest T. Trigg, President of the National Federation of Construction Industries, as recently as the middle of March, had this to say of Labor's position in an address on the subject of "Co-Operation."

In the matter of home-building—of which there is such a

great shortage—we know that since the signing of the armistice there has not been a general return of activity because prospective buyers have not had sufficient confidence in the stability of values.

There are three outstanding elements entering into the cost of constructing a home. I refer to the cost of such financing as is required; to the cost of materials, and to the cost of labor. Fortunately, the cost of getting money necessary is, today, on a reasonable basis and speaking generally, home building can be financed without exorbitant charges.

Many material costs have been reduced to a reasonable level, in some instances below the cost of replacement. Other building materials are still high and the manufacturers of such materials will sooner or later be obliged to realize that they are not only retarding their own activities, but that they are holding back business possibilities on the part of other building material manufacturers who have reduced their prices, and that they are keeping engineers, architects, contractors and labor from useful occupation, and adding materially to our national unemployment problem.

### LABOR THE STUMBLING BLOCK

*Labor in some centers has been wise enough to accept reasonable reductions. But so far as the building trades are concerned I do not think this is generally true.*

I am not an advocate of hiring labor at the lowest figure to which it can be driven. I believe that labor should receive a compensation sufficient not only to take care of the necessities of life, but to enable the family to provide proper education for the children, to enjoy some of the comforts of the modern day and to have a little left for systematic saving. I have advocated this for over a year and have yet to find a contradiction of the righteousness of this basis from any reliable source.

In considering the building trades specifically, it must be remembered that employment is not of the continuous, all-year-round, every-day-in-the-week nature that exists in the industries. An average of perhaps 4 days a week is not, at least, an overstatement. In the readjustment of wages in the building trades, I feel that the rates paid to so-called common



labor should more closely approach the rates paid to skilled labor than in the past.

We all remember how prior to the World War common labor often times was paid as low as 17½ cents an hour and in some communities even less. On the basis of a 10-hour day and 4-days a week, this meant that many a husband and father went home to his wife and growing family with only \$7 in his pocket to cover seven days' expenses. We can all realize what this means and it is very much to be desired, in my opinion, that we do not permit the wage of common labor in the building trades to again come down to the low point of the past.

On the other side of this question we are now confronted with organized groups of workingmen in some localities, who, it is stated by their leaders, refuse to accept a reduction in their wages from the peak rates of 1920. This sort of a policy cannot prevail eventually and adherence to it simply means a delay in the inevitable readjustment, and means not only unnecessary continued stagnation in building activities where it exists, but means great suffering and a great economic loss to everyone involved.

I have faith in the fairness and in the good, common sense of the great majority of our workingmen and I hope that the time is not far distant when this good, common sense is going to assert itself in the communities not yet readjusted to the end that labor may do its part to encourage the return of confidence in the building trades as a whole and a return of genuine and permanent activity.

It is hoped that out of the National Construction Conference held in Chicago on April 3rd to 5th, there may come such a plan of cooperation on a national scale as to bring about a joint effort for the building of homes for the people, and especially for the wage-earner—an effort in which all the elements involved in this situation, viz., financial interests, material interests and labor interests, will unite in a joint effort and a common programme so that the building of homes for the workingman can once more be resumed in this country.

### THE LANDIS DECISION

In a recent issue we discussed at some length the decision of



Judge Landis of Chicago, as Arbitrator in the dispute between the employers and various building trades of that city.

The epoch-making findings of Judge Landis have since that time had nation-wide discussion and have had uniform support from the general public. As yet no definite results can be said to have come from the Chicago situation. It may be best described as seething. One observer has recently summed it up as "More Hell and less building for Chicago".

There have been an increasingly large number of strikes in the Chicago building trades since the decision was handed down and, notwithstanding the appointment of the Chicago Committee of 50, the situation is still a most difficult one. That Committee was organized, as a result of the efforts of Benjamin J. Rosenthal, one of Chicago's merchants and the President of the Chicago Housing Association, with Walter F. Dodd as General Chairman, and with a membership broadly representative of all interests in Chicago concerned in the welfare of that city.

Shortly after its organization it adopted the following programme:

1. To support the Dailey Commission in exposing crime in the building industry, and to assist in abolishing all restrictive practices which tend to increase the cost of building.
2. To encourage proper methods of loaning money for home building purposes. To aid in securing the formation of second mortgage companies to loan on second mortgages at moderate rates of interest for building purposes.
3. To standardize interior building plans for small homes so as to reduce the cost of construction without sacrifice of the individuality of the home and to encourage co-operation in order to reduce cost.
4. To secure modifications of building ordinances in order to decrease the cost of small homes without decreasing their structural or sanitary requirements, or increasing the fire hazards.
5. To demand that all excessive cost or charges in financing or building of homes be eliminated.
6. To urge the investment of money in the building of homes as the surest way to conserve savings.
7. To co-operate with the United States Government in its work of encouraging a nation of home owners rather than rent payers.
8. To appeal to the Constitutional Convention to embody in its proposed constitution provisions permitting the general assembly to exempt from taxation for a period of years after their occupation, homes, the cost of which is not to exceed \$6,000, and community owned apartments, the cost of each unit of which is not to exceed \$6,000.
9. To aid and advance any proper means of lowering the cost of homes and lowering the rents.

The Committee ever since has been diligently at work seeking to have this programme carried out, or as much of it as may be possible at this time.

Speaking of the Chicago situation, not long ago one of the architectural magazines in that city had this to say editorially:

If one were asked, "What is the present building situation in Chicago and vicinity?", he would be tempted to reply, "There is no such thing". In other words, chaos. But, bad as is the condition in Chicago at the present writing; when from grasping owners and grafting speculators down to the nose-lead rank and file of labor, each sacrifices all that is honorable and just as well as prudent, for the present dollar, their action is just what it always has been since the mind of man runneth not to the contrary.

Chicago always has had "big" men at the head of its building business. They were "big" because they were upright and square-dealing as well as practical. But, as now, they were few. The narrow, venal and ignorant were and are many.

Thus the present situation, which has developed with the growth of the city, is the result of conditions, which through the work of the small group of thirty years ago, with any kind of public support would have been corrected long since. \* \* \*

For more than a quarter of a century Chicago has been literally owned by two or three unions in the building trade so far as their direct interests covered. No brick-mason, however skilled during the past 30 years has been allowed to take a trowel in his hand to earn a daily wage without having first been given official permission by the local union and paid a large sum in advance for the privilege of earning a living.

Even memberships in International or other unions are not recognized by this close corporation. A broken head has been the penalty many an honest and industrious carpenter has paid for seeking the same labor privilege without the consent of the union.

This attitude of union ownership has been supported by public indifference, and even the tacit countenance of the courts by inadequate penalties seemed to have given it the sanction of local law, though the direct violation of the "life, liberty and pursuit of happiness" section of the Constitution should secure severe penalties for its violation.

It may be a far cry from the year 1878 when gangs of strikers armed with clubs marched down Madison street and assaulted every one caught working with his hands, with no interference from the police. But in this long interval an assault on a workman with a brick or a piece of scantling was held but a slight misdemeanor, subject to a small fine instead of a jail sentence the moment it was found to be attack by a member of a union upon a non-union workman.

This being the normal situation, there is at least some excuse for the contractors signing "treaties" with the unions thus seeking peace, even when they know that the treaty would be scrapped at the first opportunity. Now the ultimate sufferer, the public, has at last taken the matter in hand. Judge Landis, representing that public, has issued his dictum.

### BRAZEN DEFIANCE BY LABOR

Senator John Dailey of the Illinois Senate and Chairman of the Chicago Building Trades Investigation Committee bearing his name, in a recent public meeting at Pittsburgh had this to say on the subject:

"Without hesitancy I say that the dishonest practices of business agents, contractors and material men fastened on Chicago a system of unparalleled iniquity that brazenly defies the local, state and federal laws, so powerful that the courts and the prosecuting agencies of government have been powerless to protect the victims of this conspiracy. It is not exaggeration of speech to say that there exists an invisible, criminal super-government in the building industry more powerful than the prosecuting agencies of the federal authorities."

The Chicago situation has been well summed up by a trade journal as follows:

It looks now as if a three-cornered war of attrition may drag along for the next six months. Organized labor thinks it is fighting for its life. The organized contracting interests are fighting for the right which other American business enjoys, namely, to handle its own affairs; and a citizens' committee started out to enforce the Landis decision on wages and working



conditions and is gradually being forced by circumstances to a campaign for open-shop conditions.

It is thus seen that the issue has shifted from the original question of supporting the Landis Award until it has become a controversy between open and closed-shop policies.

### CHICAGO NOT YET RIOT-PROOF

That Chicago is not yet "riot-proof" and that the prediction of "More Hell and less building" seems likely to be proved true, is evidenced by recent dispatches from Chicago, so late as the latter part of March, to the effect that one union plumber is dying and three houses have been blown up by bombs in the war which broke out in Chicago on March 16th between laborers and employers in the building trades.

The dispatch adds that the hostile factions were dissatisfied over the award made by Judge Landis in the building trades arbitration case, and goes on to say that 20 non-union workers were dragged from buildings, slugged and beaten. John Stevens, the union plumber who was at that time said to be dying of a fractured skull, went to work because his family was starving.

The two homes wrecked by bombs belonged to two officials of the Continental Can Company. One bomb, which destroyed part of the home of a city alderman, it is stated was intended for another man who was one of the chief figures in the enforcement of the award made by Judge Landis. According to State's Attorney Crowe, the revolt against the Landis Award is becoming a "reign of terrorism" in Chicago.

### IN NEW YORK

While Chicago has thus been attempting to work out its destiny, New York, where attention was first called to these abuses in the building industry by the Lockwood Committee, has not been idle. Under the leadership of Samuel Untermyer, the Counsel to that Committee, the spotlight has been continually played upon conditions in the industry, both among employers and employees that need remedying and that have been factors in the "blockade against building".



An indication of the nature of the abuses thus disclosed may be had from the following extract from the testimony of C. G. Norman, Chairman of the Board of Governors of the Building Trades Employers' Association, before the Lockwood Committee some months ago.

A general abuse is that a foreman is required to be a member of the union and is subject to trial and discipline by the union, with the result that he does not dare to give the workers orders for fear of being called up on charges of pushing his men and "slave driving." The foreman is supposed to be the employer's man, but is powerless to serve the employer's interest.

In the bricklayers' and carpenters' unions the employer is permitted to have his own foreman, who need not be a union man.

The cement masons' union compels the employer to have a foreman on every job even if but one man is doing the work. He then becomes foreman at an advance of \$1 a day over his pay as a journeyman.

Although the architects and owners of new buildings may be satisfied with the artistic appearance of panels or mantels supplied to members of the Plasterers' Union for setting on ceilings or walls, the union men refuse to put up the panels if they have been bought ready made after having been cast in an outside shop. The men claim the right to "run" all panels themselves on the ground that it gives their men more work. \* \* \* \*

By putting a scoop of plaster of paris in the ingredients for mantels, four could be made in a day. The union forbade the practice, and so only one mantel can be made in a day.

Take the bricklayers. In one case a gang of men were complimented for laying 1,000 bricks a day. The next day, after the delegate spoke to them, they laid 800, and 700 the third day. The employer then told them they could not have their pay unless they returned to 1,000 a day. The next day the gang laid 1,000. Before the war they laid 1,200 and 1,400 and even 1,800.

The slacking and inefficiency is due to the fact that there is more work than can be done by the men on hand. The result is that you can find bricklayers smoking cigars on the job. The employer does not dare sack them.

A general complaint is that the unions close their books and limit the number of apprentices. A man cannot become an apprentice plasterer after the age of 19. That is as bad a restriction as I know in any industry. The shop stewards make marks on the windows and say the men may do so much work a day.

The bricklayers do not allow the employer to engage laborers to wash down buildings. They say that is their work. There is a difference of \$3 a day in the wages of a bricklayer and a laborer.

The contractor who put up the building for The Pictorial Review on Seventh Avenue put paving blocks in the floor. Pavers got \$2 or \$3 a day less than bricklayers, but the bricklayers insisted on getting the job, although the blocks are wooden blocks. They got the job, but no builder in New York has put in paving blocks since then.

I am a believer in trade unionism, but I say that the destruction of unionism in this country will come if the unions continue to bar out men and at the same time insist on the employer hiring none but union men. If the doors are thrown open to membership the situation will right itself.

The hoisting engineers have closed their books for some time to new applicants. All their members are over 50 years of age, and no attempt is made to get new members.

When the alterations to a building are to cost more than \$5,000 an engineer is required to run the house elevator. That is unnecessary and expensive.

## LABOR'S CHANGE OF HEART

On December 29th, last, representatives of the Building Trades Unions in New York met with Samuel Untermeyer, counsel for the Lockwood Committee and agreed to most of the demands which the Committee had made on the unions in the interest of better conditions. These demands were as follows:

1. All restrictions on membership must be removed. Books must be at all times open for admission of members who qualify on reasonable character and capacity regulations.

2. Initiation dues shall in no case exceed \$50. They should be payable at the option of new members, half cash, remainder within three months.

3. All limitations on the number of apprentices must be repealed. Where age limit exists in any constitution or by-laws it should be increased from the prevailing age rule, sixteen to eighteen, to the age of twenty-five.

4. Issuance of permit cards to non-union men with or without pay to the union as a condition of allowing such men to work with union men or for any other real or ostensible reason, must be rigidly forbidden by constitutional amendment.

5. In order to protect members of unions against misappropriation of funds and insure accountability of officials, constitutions should be amended where necessary to require accurate accounts to be kept, showing all receipts and disbursements. All payments over \$10 must be made by check. Accounts shall be audited semi-annually. Every member shall be entitled to examine the accounts. A copy of the detailed semi-annual report to be mailed every member.

6. It must be made plain by amendments that the unions do not possess the power some now assume to hale employers before them and compel payment of fines into union treasuries under penalty of being refused union labor. This constitutes conspiracy to extort money. Illustrations of this kind from the testimony are:

Forcing employers to pay fines for failure to appear before the executive committee on demand.

Fining employers because members of a union worked overtime without securing express permits from the executive committee.

Fining employers for permitting painters to fill plaster cracks when at work on walls and ceilings.

Fining employers for poor work done by members of the union and compelling employers to have such work done over at their own expense.

7. All provisions contained in existing contracts between unions or associations of the same, on the one hand, and employers or associations of employers, on the other, giving preferential treatment in supply of labor over and above employers who are not members of such associations, are to be forthwith canceled. All future contracts of such character are forbidden. No employer of union labor is to be discriminated against because he is not a member of the employers' association.

In some of the contracts exposed before the committee the unions have agreed not to furnish labor to an employer not a member of the association and have permitted members to charge exorbitant profits on labor such as in the case of the marble industry, in which employers agreed to pay \$15.25 a day for a setter and helper. All these agreements and practices must be terminated.

8. The constitution should be amended to preclude any union from intruding into the business affairs of the employer and in such manner as to limit jurisdiction and activity of unions to matters legitimately concerning the welfare and betterment of members.

In this connection there is cited the case of the new Ambassador Hotel, whose proprietor was compelled by plasterers to tear down a wall because the delegate, a plasterer, reached the conclusion that he did not like the color and style of the work, though this was entirely satisfactory to the owner and architect.

9. Where necessary there should be amendment of by-laws to prevent union officials and executive committees from imposing unjust and extortionate penalties on employers. An illustration of this is the compelling of employers to pay one-quarter of a day's wages to men kept waiting in line more than ten minutes for their pay.

10. All regulations and practices that restrict freedom of the owner or builder in the use of appliances approved by the public authorities or that require parts of work to be done at a building which can be more economically done at the shop, should be rendered impossible in future by proper regulation. Existing provisions should be repealed and unions and their delegates forbidden hereafter to enact regulations that permit them to punish or discipline employers for the so-called offense of "rushing" or "driving." The aim should be for efficiency. Such regulations put a premium on inefficiency.

11. The unions should be deprived by amendment of the power to prohibit their members from working more than five days a week and of the power to fine or discipline them for working on any day other than Sunday or a legal holiday.

12. Any delegate or business agent who has been convicted and served a prison term for extorting money or of using his position as a means to coercion should be made ineligible to future appointment.

13. Regulations should be adopted prohibiting any union or business agent from enforcing a scale of daily work such as is done by local 314 of the Plasterers' Union in Long Island City.

14. With respect to plumbers' unions, the following regulations in force must be abated: Providing that only one helper may be employed to two plumbers and that the helper cannot use tools if the plumbers are using tools on the job. Insistence in the cement masons' union that where two men are employed on a job one must be paid a foreman's wages and that where four are employed one of them shall handle no tools.

15. With regard to metal lathers, the rule requiring employment of lathers on a job wherever concrete is being poured by common laborers and that compels the employer to have a foreman look on while the work is being done by the laborers, though there are lathers on the job, is unreasonable and should be abolished.

16. Painters' unions have a rule throughout the United States that where the office of an employer is located in a city other than that in which the work is being done the rate of wages that prevails in the city of the employer's residence must be paid. There is no reason in such a regulation.



17. Under Section 19 of Article 7 painters' unions allow only one apprentice for every ten men or under, but no shop is allowed more than two apprentices, no matter how many men may be employed. If such limitation is continued there will soon be only one painter to every ten now in the trade. This regulation should, of course be repealed.

## WASHINGTON ACTS

Following this action in New York, Attorney-General Daugherty in Washington on February 24th entered into an agreement with the representatives of the Bricklayers' International Union in the form of a "consent decree" entered in the United States Court in New York.

This action is deemed to be of equal importance to the Landis decision.

The Federal Government was on the point of prosecuting the unions on charges of conspiracy to restrict production, to force payments of questionable fines and claims, intimidation of workmen to the end that they reduce their effort, and practices which amounted to boycotting makes of materials.

The chief features of this agreement may be summarized as follows:

1. There is to be no limit to the productive capacity of the individual workmen within the working day or any other time.
2. There is to be no limit upon the right of the employers to purchase their material wherever and whenever and from whomever they may choose, whether those materials be union-made or otherwise.
3. There is to be no favoritism shown by labor toward employer or trade associations and no discriminations are to be indulged in against the independent employer who may not be a member of such an organization.
4. The labor organization is not to be used, or permit itself to be used, by material men or contractors or subcontractors as an instrument for the collection of debts or enforcement of alleged claims.

Commenting on the agreement, Colonel William Hayward, U. S. District Attorney at New York and David L. Podell, his Assistant, pointed out recently some of the practices which have made necessary the agreement in question.

As illustrative of these practices they cite the following case:

Take the case that arose recently in the New York District by way of example. An individual had several millions of dollars available for the erection of 400 modern modest homes which he was then planning right in the vicinity of New York. He was not



a member of the Tile Contractors' Association. Under the agreement, however, that then prevailed between the Contractors Association and a local office labor organization the materials had to be purchased from the same contractor who supplied the labor.

This builder found himself in a position, therefore that he could not secure the necessary labor if he made any attempt to purchase his tile other than as directed under the terms of this agreement. If he attempted to buy his tile directly from the original manufacturer at a reduced price of probably 60 to 100 per cent, the penalty would be that the local labor organization would refuse to set any such tile. As a result the four hundred homes were never built. Labor itself suffered the real loss, not only by not being employed but by not having the model homes which it was the intention of the capitalist to build.

These general practices of preferences and special agreements made for the benefit of contractors' associations have grown into a veritable national system in the building trades. The inevitable effect was not only to eliminate all competition in the field involved but of necessity to increase the number of unemployed and to create an unlimited monopoly in the hands of these trade associations. An independent dealer in any one of these building trades found it an impossible task to develop his business because these associations had first and often times exclusive call upon the local unions. It is manifest that such a state of affairs is likewise one of the most potent factors in the exorbitant prices that have prevailed in building and related material, all of which have tended to create and continue the acute shortage of housing in every large city in the land.

## AN AGREEMENT IN THE TRADE ITSELF

Almost equally important is the action taken by the Associated General Contractors of America, The American Institute of Architects, The Engineering Council, The National Building Trades Employers' Association, and the Building Trades Department of the American Federation of Labor in reaching a national agreement on the question of jurisdictional disputes by which union workmen refusing to abide by the decisions of the National Board for Jurisdictional Awards shall be heavily penalized.

The agreement provides that local building trade councils of union labor shall suspend unions and refuse to recognize or support those unions which refuse to abide by decisions of the National Board. It also provides that general contractors and sub-contractors who employ only union labor shall incorporate in their agreements with labor a provision that will secure compliance with all the decisions of the Board. Employment will be refused to members of local unions which do not abide by such decisions and architects and engineers are requested to insert in all their specifications and contracts a clause that such decisions shall be followed.

Of the 17 international unions that constitute the Building Trades Department of the American Federation of Labor, 16 have unqualifiedly endorsed the work of the Board and supported its decisions. The United Brotherhood of Carpenters and Joiners alone, although one of the original organizers of the Board, now refuse to support it. As a result they have been suspended from the Building Trades Department of the American Federation of Labor, and through this resolution are outlawed by every building trade council, and the leading organizations of general contractors, sub-contractors, engineers and architects in the country.

### THE LACK OF APPRENTICES

A very important factor in the labor situation in the building trades is the almost universal lack of apprentices in nearly every branch of the building industry throughout the country.

The war has to some extent been responsible for this situation but more closely responsible has been the policy adopted by some of the labor unions of keeping their organizations as "close corporations" and shutting out the young and rising workman from a chance to learn a trade or become a member of the union. This is one of the evils which investigators of the Lockwood Committee in New York have disclosed and it presents a really serious situation for the whole country.

Fortunately, the leaders in the building industry, architects, contractors and labor men, are alive to the dangers of this situation.

A special committee of the New York Building Congress composed of real estate men, architects, builders, engineers, contractors of various kinds, building material manufacturers, representatives of organized labor, as well as representatives of trade journals, has recently rendered an important report on the Training of Apprentices in the Building Trades, urging a revival of the apprentice system.

That this situation is not limited to New York is evidenced by the statements recently made by one of Cincinnati's leading architects, Gustave W. Drach, who, in an address before the Cincinnati Chapter of the American Institute of Architects pointed out that the resumption of building construction on anything like

an adequate scale, was being retarded and would be increasingly so handicapped by the shortage of skilled mechanics, and that one of the important contributing causes to this shortage was the failure of labor unions to train apprentices.

There is probably no phase of the present situation that it is more important to give attention to than this lack of a sufficient supply of skilled mechanics.

How urgent is the need for the training of apprentices is illustrated by the following statement of labor leaders:

There are only 1,800 bricklaying apprentices in the 947 locals of 90,000 mechanics. Contractors and trades should co-operate with local boards of education to make it attractive for young men to take up the masonic trades which are particularly short of apprentices. Because of shortage, plasterers are getting as high as \$18 a day in New York.

Mr. Philip P. Gott, of the Builders' Exchange, of Akron, reports that "Bricklayers, plasterers and marble setters are recognized by that association. While the apprentice problem is serious in the other trades, the contractors are not confronted with the same problem as those which recognize the unions. During last winter, classes in carpentry, sheet metal work, elementary and advanced electricity with special emphasis on electric wiring, electric machinery and plan reading were given through our vocational schools. The most successful course that is now being conducted is under the supervision of the Master Plumbers' Association."

The Philadelphia Builders' Exchange and Employers' Association have a special committee co-operating with the building trades and board of education on this problem.

The Associated Tile Manufacturers made a special issue of "Tilecraft" (November) on a survey of apprentices in tile setting. They are urging dealers and local contractors to co-operate in solving the problem.

Apprentices are not errand or water boys. They are the journeymen of tomorrow. Unless we properly train them, who will lay the brick or plaster the walls of our buildings in years to come?

## THE RENT SITUATION

In a recent issue we discussed at some length the rent situation as it exists today throughout the country and more particularly the various rent control laws enacted in different states, especially the New York State laws and the decisions of the courts with reference to them.

While the very radical and drastic laws of New York had at that time been upheld by the highest state court, the Court of Appeals, and also had been upheld to some extent in a decision handed down by the United States Supreme Court at Washington, there had not really been a final adjudication of all the elements in-



volved in the New York rent laws by the highest court in the land.

Within the last few days Washington has spoken. The U. S. Supreme Court, under date of March 20th, in a 6 to 3 decision,\* sustained the New York rent laws practically at all points.

In an opinion written by Justice Clarke, from which Justices McKenna, Van Devanter and McReynolds dissent, the court holds that:

"The states have wide discretion as to the remedies which may be deemed necessary to achieve such a result, and it is very clear that the discretion has not been exceeded in this instance by the state of New York."

The opinion goes on to say:

"In terms the acts involved are 'emergency statutes' and, designed as they were by the Legislature to promote the health, morality, comfort and peace of the people of the state, they are obviously a resort to the police power to promote the public welfare. \* \* \* The warrant for this legislative resort to the police power was the conviction on the part of the state legislature that there existed in the larger cities of the state a social emergency, caused by an insufficient supply of dwelling houses and apartments, so grave that it constituted a serious menace to the health, morality and comfort, and even to the peace of a large part of the people in the state."

One interesting feature of these decisions is the court's reference to the famous *Moeschen* case in which the New York tenement house law, enacted in 1901 on the recommendation of the de Forest Tenement House Commission, was attacked on similar grounds, viz., as, "unconstitutional interference with the right of property in land."

In his opinion Justice Clarke refers to this case and states that the U. S. Supreme Court sustained the tenement house law on the same grounds that it is now sustaining the New York rent laws. On this point Justice Clarke says:

"To require uncompensated expenditures very certainly affects the right of property in land as definitely and often as

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\* *Case of Edgar A. Levy Leasing Company vs. Jerome Siegel, New York. Case of 810 West End Avenue vs. Henry Stearns.*



seriously as regulation of the amount of rent that may be charged for it can do. Many decisions of this court were cited as sufficient to justify the summary disposition there made of the question, as one even then so settled by authority as not to be longer open to discussion."

### WHAT IS A FAIR RENT?

One of the interesting points involved in this litigation turned upon the attempt by statute to determine what is a fair rent, it being argued by the opponents of the law that allowing suit on the ground of unjust and unreasonable rent was too indefinite a standard to satisfy the due process of law clause of the Constitution.

On this point the decision has the following to say:

"While the act is in force there is little to decide except as to whether the rent allowed is reasonable, and upon that question the courts are given the last word. The standard of the statute is as definite as the 'just compensation' standard, adopted in the Fifth Amendment to the Constitution and therefore ought to be sufficiently definite to satisfy the Constitution."

This decision, one may fairly say, is final. And those states which have not adopted rent control laws and which are still suffering from the evil of high rents, will undoubtedly follow New York's example and enact laws based upon the New York statutes.

Heretofore, comparatively few states have sought the enactment of such legislation, but it is not unlikely that, buttressed by the decision of the U. S. Supreme Court, we may expect to see a flood of such legislation in the near future.

### LIFE EXTENSION FOR THE LOCKWOOD COMMITTEE

In the meantime the New York legislature has given a new lease of life to the Lockwood Committee which was responsible for the enactment of the New York rent laws, and a chain of new legislation, 9 bills in all, has been passed at the session of the New York legislature which has recently ended.

Influenced by the Report of the Lockwood Committee and from statements that there are still needed in New York City 80,000 low-priced homes for 400,000 people, the legislature has responded most sympathetically to the Committee's recommendations and has practically enacted into law all of the recommendations which had a direct bearing upon the rent control situation.

A number of measures of very doubtful expediency, dealing some of them with rather novel features in state government including such projects as the appointment of a State Trade Commission to regulate prices and prevent illegal trade combinations, did not commend themselves to the legislature.

While there has been much recrimination on the part of the Lockwood Committee's Counsel and many wild charges uttered because the legislature did not give Mr. Untermeyer all that he thought he ought to have, the fact remains that a series of very important measures have been enacted by the legislature, notwithstanding the fact that the Lockwood Committee did not introduce its measures until almost the closing days of the legislative session.

Of the bills which passed, one of the chief ones was that permitting life insurance companies to invest 10% of their assets in the erection of buildings for dwelling purposes. This was intended primarily to enable the Metropolitan Life Insurance Company to invest \$100,000,000 in model dwellings, the rentals for which cannot exceed \$9 a room per month under the terms of the bill.

While this measure has been very widely heralded by its sponsors, the Metropolitan Life Insurance Company has given no assurance that it will invest its funds in such a project, especially in view of the fact that the possibility of a profitable investment in New York City, at the maximum rentals fixed by law at the present time, with the prices that control for building labor and building materials, is extremely doubtful.

A second measure enacted by the legislature was that extending the present emergency rent laws until February 15, 1924.

Another extends the time within which new buildings in New York City may be erected and secure the benefits of tax exemption under the present tax exemption law. This time has been extended one year so that new dwellings erected before

April first, 1923, may avail themselves of the tax exemption privileges, provided they comply with the other conditions of the tax exemption law.

A fourth measure dealt with an abuse connected with the vast volume of litigation in New York City caused by the rent situation by providing that where tenants have paid the required jury fees, and later their cases are discontinued without trial, that the fees shall be returned to the tenants, which is not done at the present time.

A fifth bill fixes the assessed valuation of the property for purposes of taxation as the basis of the property value in the courts' determination of the reasonableness of the rent charged.

A sixth measure closes a loop-hole in the present law by which landlords were able to take from tenants the protection which the law sought to throw around them by the ingenious device of requiring the first three months' rent to be paid in advance at the time the apartment was taken. The effect of this was to leave the tenant without the protection of the rent laws. This defect has now been remedied.

A seventh measure requires the landlord to give 30 days notice of an increase in rent.

All of these bills have gone to Governor Miller but had not been acted upon at the time of going to press with this article.

## IN DENVER

Denver, after a most successful experience of nearly a year in adjusting rent difficulties through a Rent Commission and a local ordinance controlling the rent situation, is apparently taking a reactionary step.

Recent dispatches from that city indicate that the City Council by unanimous vote refused to make any further appropriation for the Municipal Rent Adjustment Commission and at the same time are favorably considering a bill providing for the repeal of the ordinance creating the Commission.

In a recent issue we referred to the very excellent results achieved by this Commission. One of the reasons given by the Council for the repeal of the Rent Commission ordinance was the statement that "the members of the Commission had failed or refused to carry out its provisions."



## WILL RENTS COME DOWN?

While, naturally, rents are somewhat slower in the deflation process than other factors in the cost of living, yet it is inconceivable that rents will not ultimately come down. The situation of course cannot return to normal, however, until there is a resumption of building activities throughout the country.

There are, however, numerous instances indicating that rents are on the downward path, if not in New York, certainly throughout the Middle West.

A recent dispatch from St. Paul indicates that apartment house rents in that city are coming down and that there are far more vacant apartments in the city than there were a year ago and in addition there are a number of new apartment houses under construction. One St. Paul realtor stated that 5% of the flats in the city are vacant and added that the reason for this was the high rent scale. Also that there was a strong popular sentiment in that city against living in flats.

## A REALTOR ADVISES AGAINST RENT INCREASES

From Chicago comes a most encouraging sign. In that city, L. M. Smith, President of the Chicago Real Estate Board, recently advised 700 realtors at the annual meeting of the Board representing, it is stated, practically every large landlord in that city, not to raise rents adding that if they do, they will probably have their rents arbitrarily fixed by a political body. As he puts it:

"At this reconstruction period, with all the unemployed and the downward trend of everything, do not throw the higher rent monkey wrench into the readjustment machinery unless you want to take chances of having the rent of your buildings arbitrarily fixed by a politically appointed body.

"Agents and owners have another alternative—start vigorously, at once, drawing leases to expire in every month of the year. It will stabilize rent investments, restore the confidence of capital and *make it impossible for more than a twelfth of similar agitators to again assemble at any one time.*"



## RENTAL INCREASES AND HOME OWNERSHIP IN PHILADELPHIA

The Philadelphia Housing Association has recently completed a survey of approximately 2000 dwellings located in 7 industrial sections of the city. The survey revealed that rental increases from 1914 to 1921 have not been uniform throughout the city. The city increase rate was 50.8%, but in specific cases rent advanced to 200% over 1914. With the exception of West Philadelphia, the rental increases were nearly parallel, but beyond the Schuylkill the increase reached 95.5%, more than doubling the section showing the next highest average increase.

That rental increases were independent of either the 1914 rental range, the size of the house, and the equipment of the dwelling was shown by this survey. Change of ownership is responsible for rental increases more than any other single cause. It was apparent from the survey that there was little uniformity in the time and amounts of increases of similar types of houses in some neighborhoods. This would seem to indicate that the investment owner was more considerate than the speculative owner.

The Housing Association holds responsible those men and women who bought that they might make a profit out of the necessity for shelter of the people by raising rents not only on their purchase, but to show a higher value and thus make a higher resale.

The rental increases have followed gradually from year to year and 1921 continued the upward trend of the preceding 5 years. This is in keeping with the housing shortage, and little hope is felt for improvement until more homes in the range of \$3000 to \$7500 are built.

This survey made by the Philadelphia Housing Association showed further that 30.1% of the houses renting in 1914 were owned in 1921 by resident families, this ownership having been forced upon them by the landlords' ultimatum to "buy at his price or get out." Owner occupancy necessarily follows high rents. In West Philadelphia, where rent increases were all out of proportion to advances in other sections of the city, was found the greatest percentage of what were once renting properties, now owned by their occupants.

Home ownership apparently increased according to the number of rooms or size of the house, for the percentage of houses formerly renting out but now owned increased steadily from 6 rooms up to 10-room houses. Here the cases were insufficient to exactly determine the desirability, but were, nevertheless, indicative of the trend. The higher percentage of buyers came in the groups of larger houses. This is no doubt due to the forced vacation of owners buying for personal use, together with the encouragement to take a house larger than actual needs on the argument that the third floor could be converted into an apartment and rented to help defray carrying charges on their "shoe-string" investment.

The survey also brought out the fact that this new home ownership is not on a sound basis, since it is an enforced ownership encouraged by the subtle doctrine that the conversion of the third story into an apartment more than meets the carrying cost of the property. That this deduction from the survey is correct is corroborated by recent statistics from the Bureau of Census on home ownership. Out of 389,252 dwellings houses and 2,772 apartment houses occupied in 1921, there are 159,164 or 40.6% owned by their occupants. Of this number only 29.8% are owned free, the balance are mortgaged. This is a decline of 13.9% in homes owned free since 1910 and 24.9% since 1900, although homes owned on a mortgage basis have increased.

It is evident that the change of tenantry in houses in Philadelphia in the last two decades, so phenomenal from 1914 to 1921 is not on a sound economic basis. Those people who were forced to buy their homes are certain to lose money because the price of property is coming down, and unemployment is forcing sales of houses, whose owners, unable to carry them, will sell at a great loss.

BERNARD J. NEWMAN,  
Philadelphia.

## ZONING GETS A SETBACK

There have recently been a number of decisions handed down by the courts affecting the Zoning laws of different communities which are distinctly adverse to the advancement of the cause of Zoning.

Although none of these decisions may be said to really be controlling, they do, however, have an unfortunate tendency in their effect upon the public mind and in confirming the average citizen in the view that Zoning laws are beyond the power of the legislature, and who points to these decisions as confirmatory of such views.

What these decisions imply in most cases, however, is merely that the Zoning Laws under review have not been properly drawn, and that some too enthusiastic group of citizens have proceeded not along proper lines, in their efforts to secure control of a community's development through the medium of Zoning.

### THE ST. LOUIS DECISION

One of these decisions was recently handed down by the Supreme Court of Missouri with regard to the St. Louis Zoning Ordinance \* enacted in 1918.

The question at issue in this case was the legality of a prohibition in the Zoning Ordinance against the use of property for the storage of scrap iron, rags and junk in industrial districts, a use which was permitted in unrestricted districts.

The lower courts held that the ordinance was not authorized by any statute or law of the state and was unreasonable and violated various sections of the federal and state constitutions.

This decision of the lower courts is now confirmed by the Supreme Court of the State in a unanimous opinion from which we quote the concluding clause:

"After very carefully considering the learned and interesting briefs and arguments of counsel, we think it clear that the ordinance, so far as involved in this case, is unreasonable and oppressive; that it imposes restrictions upon the use of private property that have no relation to the health, safety, comfort or welfare of the inhabitants of the city; that it is an unlawful deprivation of the use of defendants' property without compensation or due process of law, a denial of the enjoyment of the gains of their industry, and that the enactment of the ordinance is not within the powers delegated to the city."

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\* *City of St. Louis vs. Morris Evraiff and Morris Friedman.*



Commenting on this decision, Edward M. Bassett, the well-known authority on Zoning, says that the seat of the trouble in the St. Louis case was the fact that the city of St. Louis enacted its Zoning Ordinance without first taking the precaution of securing from the Missouri legislature a proper enabling act granting it the necessary powers that are always involved in the enactment of Zoning regulations of any kind. He adds that under these circumstances the court very naturally went off on a tangent as to what constituted a nuisance and what did not. Mr. Bassett points out that had the local authorities of St. Louis followed the advice of their Zoning Consultant, Mr. Harland Bartholomew, advice seconded by Mr. Bassett, and given at various times during the past 6 years, and secured an enabling act, St. Louis would not now find itself in the situation in which it is at present involved.

The lesson to be learned from this decision is the one which cannot be stated with too much emphasis to all communities taking up Zoning: Be sure to get a proper enabling act before attempting to secure the adoption of a Zoning ordinance.

### THE SOUTH ORANGE DECISION

The decision of the New Jersey Supreme Court in the South Orange Zoning Ordinance\* presents quite different questions.

Here, the question at issue was the validity of a Zoning ordinance which established one-family residence districts and provided that: "In the residential district designated as No. 2, hereafter no building shall be erected, altered or used as a residence for more than one family."

As it will be seen, there was thus squarely presented that question which all Zoning authorities have viewed with much concern for many years, namely, whether under the police power it was practicable from a legal point of view to establish private residence districts and exclude from such districts all other classes of buildings. The decisions in Minneapolis on this phase of Zoning were very striking evidence of the dangers inherent in any such proposal.

Now comes the New Jersey court in this South Orange case and holds that any such restriction in a Zoning Ordinance is void.

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\* *Ernest M. Handy vs. the Village of South Orange.*



The court in its decision says the following on this point:

"We think the ordinance is bad, assuming the constitutionality of the statute, because to forbid the building of a house for two families in the entire village is not the proper exercise of the police power, it is not necessary for the public health or safety. The ordinance does not regulate the size of the lot, nor how far buildings must be separated. The restriction is a blanket one, and even if the proposed buildings were half-a-mile from another they are prohibited. No requirements as to health or safety are imposed.

"The ordinance is not within the provisions of the statute of 1920, for it provides that the regulations permitted shall be designated to promote the public health, safety and general welfare, and the prohibition of a house to be used by two families, without any regulation relating to health, such as sanitary appliance, safety, or indicating why the proposed building is contrary to the public welfare, is not a compliance with the statute. To say to a land owner that he can not build a house in the middle of an acre of ground because it will be detrimental to health, safety or the public welfare, without undertaking to regulate such building, is not a proper exercise of the police power and amounts to taking his land without compensation."

Here, too, it is significant that the Zoning experts who were consulted in the preparation of the South Orange ordinance, namely, George B. Ford and Ernest Goodrich, both advised against the inclusion of one family districts but were overruled by the local authorities.

It is a nice question whether, if the New Jersey Enabling Act had been definite in its provisions and had specifically empowered municipalities to make different classes of residence districts, the court would have taken the same view of the question involved.

### IN FAR AWAY TEXAS

A somewhat similar question has recently been adjudicated in the city of Dallas. Here, in 1915, an ordinance was passed prohibiting the building of a store building "within a restricted district devoted exclusively to residence purposes."

In an exhaustive opinion handed down by the Supreme Court

of Texas in this case\*Chief Justice Phillips held that the ordinance was clearly unconstitutional and void; that the ordinance in question was clearly "not a regulation for the protection of the public health or the public safety." And the court comments adversely and at length upon that feature of the ordinance which required consents of a certain proportion of the property owners in the district affected to permit the inclusion of a store building in that section of the city.

This Texas decision is another instance of the futility of attempting Zoning through use of a city's power to abate nuisances, and without securing from the state legislature a broad enabling act granting to the municipality in question in specific terms the right to do those things which the term "Zoning" includes.

It should be pointed out that the comprehensive Zoning ordinance drafted by Robert H. Whitten had not been adopted by the city of Dallas when this decision was handed down and was in no way affected by the decision. We learn that a comprehensive Zoning Ordinance based upon Mr. Whitten's recommendations has recently been enacted by the local authorities in Dallas and is now in force and effect. Owing, however, to the adverse decision of the Supreme Court it has been thought necessary to avoid in the new ordinance any reference to the term "Zoning". Evidently in Texas "A rose by any other name will smell as sweet."

## IN CHICAGO

The work of Zoning the city of Chicago is proceeding rapidly under the direction of Edward H. Bennett.

A recent development that is bound to result in success for the Zoning regulation when once proposed, is the activity of the Chicago Real Estate Board in promoting the cause of Zoning. It has recently appointed a Zoning Committee all of whom are strong advocates of Zoning and has employed an engineer, Mr. Jacob L. Crane, Jr., to act as its technical advisor. Mr. Crane is now at work collecting Zoning material from many sources and establishing a library of Zoning reports.

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\* *Case of John R. Spann vs. City of Dallas.*

## IN THE SOUTH

One of the latest Zoning reports to appear is that of Atlanta, in which Robert H. Whitten has been Consultant. Every student of Zoning should immediately avail himself of a copy of this most interesting and effective document of 18 pages, entitled "The Atlanta Zone Plan." Copies can be obtained from the City Plan Commission of Atlanta.

The pamphlet is very fully and effectively illustrated by both photographs and diagrams and contains the best statements that we have thus far seen of the advantages of Zoning.

One of the interesting features of the Atlanta Zone Plan is the establishment for the first time in any zoning ordinance in the United States, of "Race Zoning." Under the scheme outlined here there are three Race Districts:

1. A White Residence District.
2. A Colored Residence District.
3. An Undetermined Race District.

We can hardly believe that Mr. Whitten, with his wide knowledge of this subject and its legal aspects, could have advised the establishment of Race Districts, and imagine that it has been included in the Zone Plan in response to strong local sentiment.

In view of the decision of the U. S. Supreme Court a few years ago on this question of race segregation, it is hardly conceivable that *these* provisions of the ordinance will be sustained, if they should be tested. It may be that those responsible for the scheme believe that it will have local acceptance and that the question of its legality will never arise.

## CLEVELAND'S NEW ORDINANCE

The Cleveland Zoning Plan has recently been made public. The city is divided into 6 classes of "Use" districts. Of these, two are Residence Districts, one a Dwelling House District limited to one-family and two-family houses, and the other an Apartment House District. The other 4 districts are business and industrial districts as follows: A Local Retail Store District, a Commercial District; an Industrial District; and a Semi-Nuisance Industrial District.



In addition to the Use Districts there are 5 classes of Height Districts and 5 classes of Area Districts.

One feature of the residence Zoning that is somewhat novel is the regulation of the number of families that may be housed on a given plot of ground, in the effort to prevent congestion of population. This is done by a system of regulating the number of square feet of lot area to be provided for each family in new buildings constructed in 5 different districts in which the amount varies from the maximum of 4,000 square feet in District A-1, to 312 square feet in District A-5.

In working out this scheme an effort has been made to base it upon the number of housekeeping units or families for which the building is arranged or designed; thus a lot 40 feet by 100 feet (evidently the Cleveland modern type of lot) can under this scheme be improved with a single-family house in the A-1 District (4,000 square feet per family); by a 2-family house in the A-2 District (2,000 square feet per family); a 4-family house in the A-3 District (1,000 square feet per family); an 8-family house in the A-4 District (625 square feet per family) and a 16-family house in the A-5 District (312 square feet per family). The ordinance contains many other interesting features. All students of Zoning should promptly obtain a copy of the proposed plan from Mr. Robert H. Whitten, City Plan Consultant of the City of Cleveland, contained in his 10-page memorandum entitled "Outline of the Tentative Zoning Plan."

### "ZONIGRAMS"

Charles B. Ball of the Chicago Health Department who has, in recent years, been devoting himself to the advancement of the cause of Zoning in that city, has recently prepared a series of most effective epigrammatic statements as to the value of Zoning which have been published in the Bulletin of the Chicago Health Department, issue of December 24, 1921.

As these statements of the essentials of Zoning will prove of the very greatest value to all persons promoting the cause of Zoning throughout the United States, we reprint them here in full and have taken the liberty of coining a word giving them the title of "Zonigrams."



## “ZONIGRAMS”

Zoning sells a town. An unzoned town is like a dead stock of goods on the shelves.

Zoning is a flexible harness in which city expansion works; it may be adjusted in case it galls or frets at any point.

Zoning will flatten out the human pyramid which congestion has created in a crowded portion of the city.

Zoning substitutes method for chance, symmetry for confusion, progression for patch work, and order for chaos in city development.

Zoning affords for the poor man such security from nuisances and invasion as the rich may provide at great expense.

Zoning is the only method of raising land values without injury to anyone.

Zoning, well accomplished, will be a perpetual well spring of appropriate development for every phase of city life.

Zoning plans homes apart from the smells, the noises, the dusts, and the grime of trade and industry.

Zoning embodies the triumph of order over disorder, of creation over chaos.

Zoning, by maintaining the character of neighborhoods, saves the waste due to rebuilding and readjustment.

Zoning provides a suitable place for the factory where the rattle of machinery does not intrude upon the rest and quiet of the home.

Zoning provides appropriate locations for stores and warehouses where the loading and movement of trucks does not disturb the rest of infants and the peace of the home.

Zoning brings a playground to surround the home, where it belongs.

Zoning infuses new life into dead neighborhoods by prescribing appropriate uses for the land.

## THE NEW YORK ORDINANCE

All persons interested in Zoning are naturally interested in the New York Ordinance, which has served as a parent ordinance for so many of the Zoning ordinances of the country.

Herbert S. Swan, Zoning Consultant and one of the staff responsible for the preparation of the New York Zoning Ordinance, has a most instructive article in the Architectural Forum of October, 1921, entitled "Making the New York Zoning Ordinance Better."

In this article Mr. Swan makes a critical analysis of the New York Zoning Ordinance after its 5 years in practice and points out a number of respects in which in his opinion it can be very materially improved.

## THE HOOVER ZONING COMMITTEE

Secretary Hoover's Advisory Committee on Zoning has been diligently at work since its appointment last November and pronouncements from that committee may be expected in the very near future. Two sub-committees have been actively at work. One of these, the Sub-Committee of which J. Horace McFarland is Chairman, has been preparing a "Zoning Primer" or educational document on what Zoning is and the value of Zoning.

The other Sub-Committee, of which Lawrence Veiller is Chairman, has been preparing a Standard Zoning Law which it is expected will shortly be issued by the Department of Commerce as a guide to those communities in the United States that are taking up Zoning. This latter will be in the form of an Enabling Act or Grant of Power from the state legislature to various municipalities in the state to undertake Zoning. If every state in the United States will enact a law substantially along the lines of the Standard Enabling Act, we are confident that the situation which St. Louis, Dallas and South Orange now find themselves in, which has been described in this issue, will no longer exist.

## ZONING IN PHILADELPHIA

Zoning received a decided setback in Philadelphia when the councilmanic committee, to which it had been referred, returned the ordinance to Council with the recommendation that the

central part of the city be exempted from its provision and suggested that, before further actions be taken by Council, public hearings be held by the Zoning Commission throughout the city. The intent was apparently to destroy the ordinance with a record vote to actually defeat it.

The present Commission is the second appointed since 1916, and the present ordinance is the second since that date to be manhandled, apparently at the behest of the commercial and financial interests in the center of the city.

The two councilmen who led the fight against the last Zoning ordinance stated that they were the spokesmen for \$500,000,000 worth of realty. Their arguments against Zoning focussed on the regulation of the height of buildings. They called Zoning "an effort to strangle development in the central section of the city." The exponents seemed to resent the city's interference with new structures to be erected, and they laid much stress upon the socialistic tendency of interfering with a man's use of his own personal property. Many other objections were used for cumulative effect. The real crux of their argument was in the restriction on the height of buildings.

The Zoning Commission made a very poor showing at these hearings. They practically took the stand that they had submitted the best they could produce, they admitted that it could be improved, and that they expected modifications as a result of the hearings before Council, but they assumed it was not their responsibility to stimulate favorable action.

The New York Zoning Commission held over 400 conferences and hearings before they attempted to have their law passed. The present Philadelphia Zoning Ordinance was presented to Council without a preliminary educational campaign.

Unlike other cities where Zoning has been introduced, the Commission took few steps to discover the sentiment of the various sections of Philadelphia. This was fatal, as Philadelphia has not developed, as many other large cities have, from a single nucleus. It had its beginning in a large number of centers which have gradually spread out until their environs overlapped. These centers still retain individualizing elements, their local interests, and viewpoints, and the failure to ascertain the attitude of these localities towards Zoning left the commission with unorganized sentiment in behalf of its work. While, on the other hand,

the lack of adaptation of the ordinance to local conditions made its opponents more numerous, and gave more strength to their arguments. The refusal of Council to co-operate in this project, the natural result of the policy of the Commission, will delay the acceptance of Zoning.

Council has denied the committee funds for a campaign to enlighten the public, but the members of the Commission are now lecturing before business men's associations in an effort to acquaint the citizens of Philadelphia with the details of the ordinance.

While the Zoning Commission was drafting its ordinance the Philadelphia Housing Association discontinued its educational work on Zoning, and left that task to the Commission. Since the Commission has failed to win support for itself and its work, the Association has again undertaken to lecture before various groups in an effort to rouse the public and has arranged for a large number of Zoning lectures in the immediate future. Once before when the city delayed organizing a Zoning Commission as required by law, the Association stimulated successful action. It now has undertaken to duplicate this result.

BERNARD J. NEWMAN,  
Philadelphia.

## THE HOUSING PROBLEM FOR WOMEN AWAY FROM HOME

There is an ever enlarging army in this country of girls and women working of necessity away from home, and dependent upon moderate rentals for living quarters, whether in a furnished room or in a small unfurnished apartment, or in a hotel.

There is a recognized shortage of several million of the small houses, in which rooms are available, as a rule, to those who can pay only a moderate rental.

Much of the existing accommodation is beyond the reach of hundreds of thousands needing it, because their wage envelopes are unequal to the price demanded.

The typical landlady is increasingly determined to rent to men only; because, as a rule, they can pay more, they cost less and they require less than women.



If it is true that the army of women in the wage earning world is vastly larger than before the war, it follows that employers are increasingly dependent upon the physical welfare of women for 100% efficient labor. Most employers realize that production is reduced by unsuitable living conditions and increased by physical well being. Much has already been done for the home life of men. Employers, however, have not yet realized the dollars and cents relation between the over-crowded, ill-ventilated sleeping quarters of their women employees and lower production results.

Because the number of women in industry has doubled since the war their four-square problem in 1922 must be faced frankly as a large and integral part of the whole present-day housing situation. Certain agencies are already at work. The Bureaus of Boarding Homes and the Room Registries are listing rooms suitable for occupancy by women. The Young Women's Christian Association's residences, club houses and hotels; the Girls' Friendly Society's Club Houses, the Business and Professional Woman's Clubs, all play an important role in meeting to an extent a certain type of need. They are, however, quite unequal to providing all that the present-day situation requires in many of our cities.

With twelve million or so women in the wage-earning world, a very large proportion of whom live of necessity away from home, a boarding home or two here and there, a club house or two here and there, and room registries everywhere do not and cannot begin to meet the pressure created by modern conditions.

The Young Women's Christian Association has only some 8,000 beds in the whole country—other organizations may together total a like number, but what is this compared with the demand of that proportion of the twelve million now more or less unsuitably housed?

### IS AN ECONOMIC BASIS POSSIBLE?

The real need today is for the discovery of a sound economic basis on which to provide enough housing of a type acceptable to and rentable by the thousands of women and girls who are asking for it. The day of charity-supported boarding homes or housing of any kind is as far behind us as the day when food

and clothing could be offered on a charitable basis to multitudes of workers who have full earning powers.

Whatever the source from which funds for such construction come—whether from individuals content with a modest return on their investment, or from a cooperative group, or from a Trust Fund to which profits revert for the creation of still more accommodation—there are certain requirements that must be kept in mind.

It is right and it is essential that there should be a reasonable return on the capital invested.

The location must be within easy reach of work.

The least expensive ground which is suitable must be bought and in this connection it should be remembered that such structures often-times "make" the block and start its improvement.

The floor plan should provide skilfully for the special needs of women and girls while at the same time insuring the maximum of economy in operation.

Adequate provision for single bedrooms and properly screened wash basins should be made. This privacy is especially needed for the prevention of that nervous exhaustion which comes from the overcrowded and jostling conditions of life in the business world.

When the Central Club for Graduate Nurses in New York City was projected it was undertaken with many misgivings because a shifting population like the nursing profession did not seem to be a good business asset. It was built in 1916 at a cost of \$400,000 and has been a paying concern ever since it was opened. There is always a waiting list running into the hundreds. A similar residence for business girls in Brooklyn is also on a good financial basis and has, too, a long waiting list.

The Cooperative Association which has recently made over some brownstone fronts in East 50th street has come out on top in spite of building and financial conditions, and 41 women now own their own homes in peace and comfort.

The new type of stucco cottages, designed by William F. Thompson at my instance and to be seen at Knollwood Park near White Plains, N. Y., offer a worthwhile suggestion of "how to

do it" to those with experience, who can build for themselves or build for a group.

### THE CONCERN OF ALL

The problem of housing the women workers of the country is the concern not only of the National Housing Association, but of the Chambers of Commerce, the Federation of Business and Professional Women, the Federation of Women's Clubs, the Housing Commissions and Committees, all Social Welfare Organizations, including the Girl's Friendly Society, the Young Women's Hebrew Association, the Young Women's Catholic Association and the Young Women's Christian Association.

I therefore venture to suggest that in order to determine the exact facts in the case in any given city upon which action can be based, the following procedure might be serviceable:

A group might be called for conference representing the before-mentioned interests to determine the need for a survey and to obtain funds therefor. In the light of a careful study it would be possible to determine a feasible plan of action as a result of which, after 8 or 10 years, enough accommodation will have been rented, or bought and made over, or built. Each group or organization could undertake responsibility for certain sections of the programme. Thus, a serious effort on a sound business basis would result from this community-conscience sensitized to the needs of those who cannot solve their problem alone.

In the spring of 1921, resulting from studies made by the Architectural and Economic Bureau of the National Board of the Young Women's Christian Associations, it appeared possible in the Eastern States to build on land 60 x 100 and to provide for 160 girls at \$11 a week per room with two meals a day. These figures showed a net profit of 4% on the total investment and insured fireproof construction. In a good location with semi-fireproof construction it was possible to build for 160 and to operate at \$10 per person, including two meals and still pay 4% on the investment. In the third study it was discovered that one could build and operate for 70 girls at \$10.50 per person with two meals a day and pay 4% on the investment in a semi-fireproof building.

Everyone of us who is interested in housing and sees its relation not only to national prosperity but to American home life,



ought to help in discovering in every city those large-minded individuals who can blaze the trail through to a new era in the life of employed women. Such pioneers may wake up some day to find themselves famous because they have discovered a formula for the promotion of contentment and home ideals, which many communities will be glad to adopt. Surely some of these men of vision will soon be forthcoming.

BLANCHE GEARY,  
Architectural and Economic Bureau  
National Board, Y. W. C. A.  
New York City.

## HOTELS FOR WOMEN THE GRACE DODGE HOTEL

One of the subjects which the war brought to the front was the question of the best method of housing the single workers, both men and women, and especially the woman worker. The old methods it was soon recognized would no longer do. In England at those great Government developments where munitions were manufactured and ships built, namely, Well Hall, Gretna and East Riggs, a type of lodging house or hotel for the housing of single women known as "hostels" was developed, which has proved very satisfactory and has marked a step in advance in the housing of the woman worker.

Similarly, at Washington the hotels for women, developed by the United States Housing Corporation on the Station Plaza, for the housing of the women clerks in the various Government offices have marked a most important development in the treatment of this phase of the housing question in the United States.

Now, again, Washington has gone a step further in the development of the very latest and best type of women's hotel, in the establishment of the Grace Dodge Hotel, built under the auspices of the Young Women's Christian Association, and located almost immediately adjacent to the Government hotels for women on the Station Plaza.

Under the leadership of Mrs. John D. Rockefeller, Jr., who spent most of her early girlhood in the national capital, in the



city of Washington, a very beautiful and yet very practical building has been erected for the housing of women.

### NOT A CHARITY

Although this building has been sponsored by the Young Women's Christian Association, and though the hotel bears the name of Grace Dodge, one of the leaders in that movement and in all good causes affecting the welfare of women and of humanity, generally, as Mrs. Rockefeller points out, the hotel is neither a "charity" nor a "philanthropy", but a business proposition.

"If the hotel cannot be run on a business basis and made to pay a proper return on the money invested, it will be closed up" said Mrs. Rockefeller in a recent interview.

Although the hotel was only opened last August and although it was built at a time when the cost of building was at its peak, there is every prospect that the hotel will prove to be a profitable venture.

Located at North Capitol and E Streets, almost directly opposite the beautiful Union Station, this 8-story building, designed by Duncan Candler, Architect of New York City, containing 376 rooms furnishes accommodation for 412 guests. Only women and little children with women, are accommodated over night, though the dining room and public rooms on the main floor are open to men as well as to women, and men are *encouraged* to patronize the restaurant.

### THE LAST WORD IN HOTELS FOR WOMEN

The Grace Dodge Hotel represents the last word in the scientific and economic planning of a hotel of this type. There is literally not an inch of waste space. The bedrooms are neither larger nor smaller than they should be, to afford just the kind of accommodation desired. Each bedroom contains a single bed, a comfortable wicker chair with cushion, a side chair, a table which also serves as a writing desk, a chest of drawers with mirror and a wash-basin with both hot and cold running water. The bedrooms are lighted by electric light. There are telephones in every room and ice water in the corridors. Every room is an outside room, and is perfectly lighted and ventilated with sunshine and with charming views of Washington. From the win-

dows on the south one sees the Capitol; on the west the Washington Monument, and from the north and east the Union Station.

In the door of each bedroom there is a very practical device for securing "through" ventilation by means of movable louvres or slats in a portion of the door, which can be closed or kept open as the guest may desire.

Some of the rooms are provided with private showers, though on each floor conveniently accessible to all of the rooms there are bathtubs and showers for general use in addition to the usual toilet accommodations.

On each bedroom floor there is a valeting room in which there is a set washtub, electric irons and ironing boards. A slight charge for the use of the current is made so that guests who wish to wash their own blouses or lingerie or press their own clothes can do so conveniently and easily and at small cost. In addition there is a general valeting service and "beauty parlor" in the basement.

One feature of the hotel that has especial interest is the fact that a number of rooms have been arranged for mothers travelling with little children. These rooms have been fitted with cribs, little bathtubs, clothes racks and tiny chairs, in fact everything that one would find in a well regulated nursery.

On the main or office floor, besides the large lobby with its newsstand and usual hotel accompaniments, are the dining room and kitchen and a most attractive "lounge" or large public room and a small tea room.

Each floor has its sunny sitting room. One of the features of the hotel is the roof garden which is to be developed for use in summer. From here a panoramic view of the entire city of Washington is obtained, and as the hotel is located on Capitol Hill it is in the coolest and most healthful part of the city.

### A TIPLESS HOTEL

One of the features of the management that will appeal to every one is that tips are absolutely prohibited. It has been hard for the travelling public to really believe this, and many interesting tales have already been told of tips that have been left in the rooms and poked under the napkins as guests leave. But there is a fine *esprit de corps* among the staff and all such tips

are promptly turned into the office, and the employees themselves have voted that money thus received shall be devoted to one of the Washington charities for the improvement of the condition of negro women.

Special study and attention has been given to the operating and equipment of the hotel, and the health and convenience of the employees have had special consideration. Rest rooms, lavatories, clothes lockers and a cafeteria where they can obtain food at cost have been provided for them. An unusual degree of study and consideration has been given to the lay-out and equipment of the kitchen and store-rooms and their proper control.

In a word, every effort has been made to make the hotel comfortable, pleasant and as inexpensive as possible for both guests and employees.

### TO SERVE AS A HOTEL LABORATORY

One interesting feature of the possibilities involved in this project is the plan recently outlined by Mrs. Rockefeller by which it is expected that the hotel may serve to some degree as a "hotel laboratory". Later on, when the hotel has been in operation a little longer, it is planned that students from the Home Economics Departments of the various colleges will come there to receive practical training in hotel management and upon leaving will be enabled to accept positions in the smaller hotels of the country as managers or heads of departments.

The hotel is singularly free from those absurd "rules" on which so many enterprises of this kind have foundered. On this point Mrs. Rockefeller said in a recent interview: "I would have no rule in such hotels except the rule of common sense. That is the only rule at the Grace Dodge."

It is Mrs. Rockefeller's hope that the demonstration afforded by the Grace Dodge Hotel that a hotel for women can be made a success financially, will lead to the establishment by business men of similar women's hotels in every important city of the country.

### THE HOUSING OF SINGLE WOMEN

In our last issue we referred to an interesting development in London known as "Women's Pioneer Housing, Ltd.," whose pur-



pose was to provide small self-contained flats or unfurnished rooms for women working on a business basis.

Simultaneously with this effort across the water there has been developed in New York City a similar effort which has already proven itself.

Under the name of the Beekman Hill Co-Operative Association a number of business and professional women have purchased 4 old private dwellings at 343 to 349 East 50th Street, and have made extensive alterations at an outlay of from \$1,000 to \$2,000 for each of the 41 women comprising the Association.

According to Miss Florence Kober, Resident Manager of the enterprise, the project has already been a tremendous success, so much so that the Association has been flooded with inquiries asking how other self-supporting women of limited resources may duplicate this co-operative solution for their own benefit.

In a statement in the public press Miss Kober is quoted as follows:

Why, of course they can! One of the objects of our organizing has been not alone to obtain homes which are really our own and from which no landlord can dislodge us, but to pioneer in an experiment. Right here in the heart of New York's real estate values was it feasible that a co-operative, made up of a group like ours could exist? There is no better proof that it can than the fact that without a cent's increase over our individual cash outlay and the rent originally planned, here we are getting comfortably settled among our pots and kettles under a roof of our own.

Some of the members of the colony have been moving every year, paying anywhere from \$60 to \$100 monthly for a single room.

The response to our modest announcement posted in the Women's City Club and at the National Board of the Young Women's Christian Association was overwhelming. The next step was getting acquainted, getting ourselves incorporated, the selection of our property, approval of plans for the extensive enterprise (for we practically left only the walls standing of the four brownstone dwelling houses which we purchased), and a thousand other details. Business meetings are still held monthly. Due to labor troubles and our difficulties in court



over getting possession of our property, we were subjected to innumerable delays. Yet every one of us has felt all along that it was worth while.

It was the pooling of savings at the rate of \$1,000, apiece if one apartment was shared by two people, or \$2,000 when one was taken alone that made possible the purchase and alteration of the houses, now converted into an impressive-looking apartment house with American basement entrances, with thirty-four apartments with white woodwork and sunlight and such special features as the two drawing rooms for general use and gardens at the base of the immense green courtway, it was explained. The investment is entirely and solely that of the self-governing co-operators who share the property and control it in an absolutely equal ratio of voting and investment. The capital stock is \$68,000, divided into 13,600 shares at a par value of \$5 each. Only resident owners are eligible for membership. No one is permitted to own more than 400 shares.

The present colony, Miss Kober explained, is an outgrowth of an investigation made by the National Board of the Young Women's Christian Association, who early in 1920 sought to find a thoroughly practical way out for the moderate-salaried self-supporting woman compelled to live in New York and caught in the snare of rent all out of proportion to her income.

"At present, until we pay off our mortgages, our monthly rent is from \$50 to \$57.50 an apartment," said Miss Kober. "Every year this will gradually decrease until within the next few years only the actual cost of upkeep, janitor service, insurance, taxes, &c., will be pro-rated among us. As there are forty-one of us among whom to divide this comparatively small sum you can realize to what a reduced figure monthly our so-called rent will automatically fall. On our individual investment 5 per cent. is paid. Our property, for which we were offered \$10,000 more than we paid for it within thirty days of our date of purchase, is in this Beekman Hill neighborhood, which is being bought up for residential purposes. Only a few blocks above us Mrs. Vanderbilt has made Sutton Place well known. Yet with her we share the breezes direct from the river and from the end of our street the same fine East River outlook.

Included in the group are two young women who run a candy shop, a lecturer, a woman physician, a literary critic, a personnel manager, a chemist, librarians, trained nurses and eight professional women engaged in Y. W. C. A. work at the National Board headquarters. The entire management is in the hands of a board of directors appointed from within the group, consisting of seven members elected by them. The President is Miss Grace T. Drake; Vice-President, Miss Vera Schaffer; Secretary, Miss Louise Griffith; Treasurer, Miss Grace Marrett. Miss Florence Kober, who went overseas with the Woman's City Ambulance during the war, and later engaged in relief construction in France, is resident business manager. All shares have long since been sold out.

## FURNISHED ROOMING-HOUSES

Eighteen years ago the South End House of Boston, through a local study of a part of its district,\* called attention to the lodging or rooming-house problem which to a greater or less degree exists in cities as a result of the cityward movement of country people.

Before the war period, with its acceleration of this process, some cognizance was taken of situations similar to that of Boston, in New York, Cleveland, Cincinnati, Philadelphia and Pittsburgh. During the war the question of housing a mobile population with all the attendant moral bearings which it involved was a matter of serious concern in centres of industry and in the vicinity of army cantonments.

The work of the National Young Women's Christian Association taken up to meet the need of that time has been continued and has served to develop more interest and more effective methods of work. An independent National Committee on Rooming and Boarding Houses brings together annually a small number of pioneer social workers who have devoted themselves to one or more undertakings carried on to meet specific local needs in several cities.

While the usual approach to the subject is through interest in protecting the young woman going to cities for either study or work, acquaintance with conditions under which rooming-houses

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\* *The Lodging House Problem of Boston*, Albert B. Wolfe.

are conducted and the impossibility of establishing a sufficiently complete network of Boarding Homes to meet the need, leads experienced workers into other allied activities calculated to secure results definitely affecting the whole of a given community situation. Thus housing, and the general social organization looking to the development of a sense of responsibility by locality become two leading matters in such programmes.

### THE LANDLADY'S SIDE

Room Registries become more and more effective as they enter into sympathetic study of the problem of the landlady. The fundamentals of the problem are part of a complicated economic process overlaid with some of the most tantalizing social cleavages and habits of thought.

A further recognition of the importance of the subject is found in a recent Survey made for the Chicago Community Trust entitled "Housing of Non-Family Women in Chicago" prepared by Ann Elizabeth Trotter. One interesting aspect of this rather drab subject is the way in which housing and population movements parallel each other in different cities. Pittsburgh and Boston, for instance, show very definite similarity in the sequence of changes, both in the conversion of private homes to rooming houses, as well as in the types of people seeking the latter accommodations. The process began earlier in Boston and had moved on a stage further before the arresting effect of war conditions.

The Chicago report indicates that there is still a transition period going on there as between the private home which rents a room or two and the more businesslike enterprise known as the lodging or rooming house. Where a community comes to the stage of accepting the latter as a dignified and legitimate business for women there is a distinct gain to the general moral well-being.

### THE CHICAGO SITUATION

If it were not for some experience to justify such an expectation the conditions in Chicago would seem depressing indeed. The Survey gives evidence of a serious situation and indicates that in spite of a surprisingly long list of special Homes and



Boarding Clubs, there is a dearth of comfortable and accredited living quarters for women. A logical corollary is that the morals of young men who must live in the same way are in jeopardy likewise.

The recommendations which are embodied in the survey follow the more obvious practical steps which the needs of girls and young women suggest. They are to be commended particularly for emphasizing the economic importance of making organized Homes and residence clubs self-supporting. Of this principle, Chicago, through the Eleanor Clubs has been for many years a leading advocate; they make the further important contribution of telling how to do it, also embodied in this report.

But while the evidence presented is convincing and should lead to some further provision in the way of housing adapted to the uses of unattached individuals it does not go far enough into the discussion of fundamental factors. Certain of them are just suggested, namely, the attractions of the city, employment, education, amusement; houses which have seen better days; the "landlady",—the custodial personage possibly also a stranger in the city or like her house a survival of better days who sees in the unattached population of men and women, young and old, an opportunity to make a living or eke out a scanty income.

There is the traditional repugnance to the boarding house keeper which toward a woman offering only rooms to rent grows into a kind of resentment. The Chicago report is not wholly free from prejudice in this respect, but it does make a definite admission of the importance of the landlady. Speaking of a genuine search for a room by an investigator connected with the survey, she is quoted as saying "I had in mind all the time that the landlady is about the most important consideration in a home".

May we add that there would be no furnished rooms to look for if it were not for the landlady? For better, for worse, she is the first party to the agreement. It is she who makes the necessary investment with her bit of capital, it is she who takes the financial risk. She also often comes to the city seeking in middle life some opportunity to take the place of a broken home. Her life has been based on keeping house and making a home for other people. It should not be derogatory to her that in comparison with those somewhat more fortunate who need rent only



one or two rooms, perhaps for pin money, she must commercialize her whole establishment.

The difficulty often is that she has no standard of business experience to follow and she does not get sufficient return on her investment or for her own labor. The same principle that applies in the aim of making the Boarding Home selfsupporting needs to be applied wherever commercial and industrial employees are housed. There may be some allowance for lack of compensation to the mothers of wage earning girls who live at home, but the living wage of the girl away from home certainly must cover the cost of service in care of room, as well as a rental that includes interest, depreciation and overhead charges. The recognition of the women who go in to this work as business women with a responsible status in the community is one of the first steps in the making of better conditions.

It may be safely assumed that what makes to the advantage of a permanent business for the landlady will be of value to her roomers. Facilities of transportation, good municipal administration, good fuel and light, are important, but the size and condition of her house are of first consideration. Undesirable rooms from the sojourner's point of view may be dirty because the city is not kept clean and the cost of interior cleanliness is too high to be got out of inadequate rentals. These room rentals may be actually high but if the house is small and in competition with larger houses in which there is a large number of average sized rooms, the landlady is in a very difficult position and she cannot make her house pay enough to keep it clean and the furnishings in good repair. A valuable contribution to the improvement of rooming-houses would be to find a standard unit of management for one woman with the largest number of average priced rooms from which there would be sufficient income to allow her to employ some assisting labor. Room registries might then make standard requirements for cleanliness and upkeep.

The Chicago survey repeats the familiar story of the deserted family mansions gradually sinking in the social order, and, by the same token, degenerating physically. Such experiences create the desire that single family houses in cities might have uniformity in outward appearance and arrangements offering possibilities of adaptation within. Then a combination of two houses might be easily effected to give one establishment for small suites or fur-

nished rooms. Otherwise the custodial landlady is forced, in order to make a paying business, to take two or more separate houses and employ housekeepers in the one, or two, or three, in which she does not reside. Unsatisfactory moral conditions may result from this plan even though the woman herself may mean to have things right.

### INDUSTRY HAS A RESPONSIBILITY

In financing some such undertakings it seems fair to seek the necessary funds from the business houses which benefit by the mobility of population provided for by the kind of accommodations under discussion. Where an industry is the one essential factor in the growth of a small community intelligent industrial management recognizes the importance to itself of a stable and happy force of workers largely determined by modes of living and opportunities for recreation. The same principles apply in large cities but necessarily must be handled rather differently.

Could not Chicago lead the way by securing the cooperation of some of its largest concerns in a comprehensive plan embodying the recommendations of the Community Trust to which might be added some further suggestions out of the experience of other cities? Among such additional recommendations might be one for the continuing of the study satisfactorily begun by Miss Trotter to show by what natural boundaries, social and geographical, some locality feeling may already exist upon which the landladies of the better sort might be brought together into an association for their own advantage. The guidance for this might come out of a room registry organized for each possible local community. With the organization of the better elements an effective moral sentiment might be developed which would greatly assist the more generally organized forces.

Good housing is a great inducement to self respect, good temper and good manners. The lack of these in room hunting is one of the criticisms offered by the investigators of Chicago's lodging housekeepers. Is it not possible that the main trouble is in a real estate situation which should also be a subject for study?

ELEANOR H. WOODS,  
Boston.

## CITY PLANNING IN EVANSVILLE

Under the Indiana City Planning Act passed by the legislature of 1921, Evansville is "planning to plan". Mayor Benjamin Bosse, re-elected for his third time last fall, made all haste to push the necessary ordinance and to appoint the City Planning Board for which it provided. The Board is composed of representative citizens, two of whom are women, including the required number of officials. Mrs. Albion Fellows Bacon is President of the Board. Harland Bartholomew, City Plan Consultant of St. Louis, has been engaged to make the Plan, and is to begin at once on the surveys.

Evansville is an old river city, many of its streets following the curves of the river. Several hundred of its old houses have been razed under the housing laws, and over 200 more are to be razed as soon as new construction will permit. Mayor Bosse was re-elected on his record for civic improvements, to permit him to carry out his plan for more boulevards, parks, playgrounds, etc. The completion of the Ohio River dam near Henderson, Ky., which raises the permanent stage of the water at Evansville, calls for a River Terminal to care for the increased river traffic which is sure to follow. It recalls the old days when Evansville was the greatest hard-wood market in the world, and when the "floating palaces" of the Ohio and Mississippi rivers were in their glory.

The city surrounded by a circle of picturesque hills, which it is climbing surely, with level plains to the south-east, is ripe for the City Planner. The Board with full cooperation of the city administration expect to push the work.

## 10 YEARS' SANITARY PROGRESS IN PHILADELPHIA

During the past decade Philadelphia has made more progress in sanitation than at any other similar period in the history of the city. Many of the grosser nuisances that for so long labeled that city one of the most inferior from the sanitary point of view, have been eliminated entirely, or so greatly reduced that their final elimination is only a matter of a few years at most. The influence of this change plus the other advances in community sanitation and preventive medicine are reflected in the change in the death rate.



In 1910 the general mortality rate for Philadelphia was 17.29 deaths per 1000 population, and the infant mortality rate was 135.28 deaths per 1000 births. The figures for the same groups in 1921 are 12.7 and 77.8 respectively. These changes mean that since the organization of the Philadelphia Housing Association, which has been strenuously stressing municipal sanitation, changed conditions have contributed to the salvaging of human life to such an extent that about 10,400 lives were saved last year, and about 2400 little babies are living today, who, if 1910 rates had prevailed in 1921, would have died. This decrease in deaths is not due solely to improved sanitation, but the latter has been an important factor in the results obtained.

### VAST CHANGES

Some of the sanitary changes brought about seem monumental. For example, over a decade ago Philadelphia had 62,000 privy vaults scattered promiscuously throughout the city. Today there remain 13,284, of which 9929 are located on unsewered streets and 3355 are contiguous to sewers. The 1922 programme plans the elimination of the latter.

The use of night soil in its raw state, on truck farms, has been discontinued. Poudrette pits, formerly located in the neighborhood of homes, have been removed to outlying farm areas and their number decreased from 54 to 31.

At the beginning of the decade there were about 135 miles of built-up streets with no sewerage. Through the years these miles have been reduced, and today there are less than 15 miles of these streets left. Akin to this is the work of paving alleys through which surface drainage flows. Previous to 1915 there was little work of this kind done. During that year only 5,490 square feet of alleys in built-up areas were paved. In 1920, 130,976 sq. feet of alley paving was done.

Garages have largely replaced stables. Those that remain have been placed under control by the enactment and enforcement of regulations governing removal and storage of stable cleanings.

### PIGS HAVE VANISHED

Ten years ago, no one knew how many pigs were kept within the city limits. The first authentic report gave about 40,000,



of which number many were near schools, churches, and homes, and the muck from them was used to fill in swamps and furnish sub-soil for squatters' homes. Today it is doubtful that 40 pigs can be found within city limits outside of prescribed farm areas.

Supervision of small slaughter houses scattered all over the city a decade ago was very unsatisfactory. A survey of many of these houses at that time, by the Housing Association, showed illegal killing, cutting of animals that had died a natural death, stopping of freshly cut meat in offal that had not been removed from the killing floor, tubercular men handling and dressing beef, and other faults that result in the contamination of the meat supply. There were then 156 small abattoirs widely scattered and inadequately inspected. Today over 100 of these slaughter houses have been eliminated; of the 47 that remain, 12 kill under federal supervision, and in the other 35 killing is supervised by local inspectors.

"Dog puer" houses and the filthy rag shops of ten years ago no longer exist; cellar living, which then was practiced by over 5000 persons, has been practically abolished, only sporadic cases of such occupancy may be found; while room overcrowding and the occupancy of windowless rooms are only rarely met with.

It would not be feasible to detail all the striking housing evils in Philadelphia that have been corrected during the past decade. One would have to include the offensive odors from reduction plants, discharged into the air around dwellings; the absence of sanitary laws to curtail nuisances; the dearth of water supply actually countenanced by the city, which had no regulations to require water to be piped to homes or properties and which permitted owners to furnish only one spigot to 10 and often 15 and 17 families in as many small court and alley houses. No city in the United States had a more cumbersome system of abating a nuisance than Philadelphia in 1910.

## NEW HOUSING LAWS

The housing code of 1915, for the enactment of which the Housing Association so strenuously fought, remedied this defect to a great extent. Under it specific nuisances became illegal, all sorts of houses came under supervision, more inspections were

made and more defective conditions corrected annually. For example, in 1910 the yearly city sanitary inspections totalled only 71,444, abating 18,505 bad housing conditions, but in 1920 this number increased to 137,500 correcting 25,240 insanitary conditions. During a decade one section of the Division of Housing and Sanitation, as the result of 1,596,614 sanitary inspections, cleared away 388,374 complaints, involving 239,920 nuisances prejudicial to public health.

The vigilance of the sanitary survey is only a part of the supervision of the health service. To it must be added the housing inspection which in itself issued 238,636 correction orders in ten years, and the house drainage inspection which made 755,908 inspections in the oversight and approval of 175,292 plans for drainage. All told the Division of Housing and Sanitation from 1910 to 1920 inclusive made 2,643,402 inspections of conditions that, if continued, would have become violations of sanitary law, or actually were a menace to public health.

### A BETTER HEALTH DEPARTMENT

Today, in its personnel engaged in public health work, especially in the branch of housing, Philadelphia is better equipped than at any other period in its history. The Director of the Department of Public Health, Dr. C. Lincoln Furbush, is a sanitarian of national prominence, who worked in Panama and Cuba with Surgeon General Gorgas. The Chief of the Bureau of Health is a sanitary engineer, as is also the chief of the Division of Housing and Sanitation, a former United States Public Health Service man, while the Supervising Inspectors of Housing and Sanitation respectively, are likewise trained and experienced sanitary engineers. Philadelphia is responding to the programs and efforts of its trained and experienced sanitarians in the field of public health.

BERNARD J. NEWMAN,  
Managing Director, Philadelphia Housing Association.

### A LANDLORD SEES THE LIGHT

For several years the Housing Bureau of the Cincinnati Building Department has been at sword's points with Wm. P. Devou,

one of Cincinnati's owners of a large number of tenement properties. Mr. Devou has felt that the Housing Bureau was "persecuting" him and has opposed carrying out the orders of the Department. The result has been a mass of legal proceedings by which he has succeeded in tying the hands of the city authorities. This has been a problem that has caused grave concern to the Housing Bureau and to the Better Housing League.

The legal battle came to an end some two or three months ago when the last injunctions against the Department were dissolved. Fortunately, through the efforts of Mr. Charles Sagmeister, Chief Housing Inspector, Mr. Devou has within the past three months assumed a different attitude toward the Bureau. He has become convinced that the Bureau is really not persecuting him, but simply endeavoring to do its duty. He has also come to feel that much more can be accomplished by cooperating with the Department than by opposing it.

The results have surpassed all expectations. Mr. Devou has gone ahead and carried out all important orders on three of his tenement houses which have been put in better condition than they have ever been before and is now engaged in making important structural alterations in a fourth house, including the construction of a light-court to provide light and air for interior rooms and the installation of 12 new inside water closets.

The Housing Bureau of the Building Department and the Building Commissioner deserve the cordial thanks of the community for the results they are getting, as does also Mr. Devou for his present cooperation with the Bureau.

The situation is more encouraging than it has ever been at any other time and it is strongly hoped that Mr. Devou will continue this cooperation and that all his properties will soon be put in good condition.

BLEECKER MARQUETTE

Sec'y, Better Housing League, Cincinnati.

## THE PHILADELPHIA HOUSING ASSOCIATION'S WORK

During 1921 the Philadelphia Housing Association continued a unique piece of cooperative endeavor in the field of housing.



About 50 social and welfare agencies including 18 hospital social service departments, 12 settlements, 5 health agencies, 7 relief societies, and 8 other organizations used the Association as a clearing house through which to obtain the correction of housing defects injuring the health of their patients.

### A COMPLAINT BUREAU

These complaints involved inspections for verification; periodical re-inspections by the Association to ascertain if the orders issued by the various city departments had been complied with, and often personal work with owners, agents and tenants to assure the correction of the condition found. Such services totalled 19089 inspections of over 7,000 defects which were distributed as follows:

Defective plumbing .....	1,879
Privy vaults .....	1,384
Unsafe and defective structures .....	1,320
Illegal occupancy evils .....	849
Insufficient fixtures .....	639
Defective paving and surface drainage .....	518
Flooded cellars .....	424
Filthy conditions .....	387
All other complaints .....	371

This work as great as it was, was only one phase of the Association's activity. Its extended program included the promotion of dwelling construction; surveys to determine the extent of the housing famine and the dwelling construction shortage; financial and other causes affecting such; the study of Zoning and unemployment as it affected the building trades; and activities tending to enlighten the public on the present peculiar problems arising as an aftermath of the war.

An appreciation of the important service rendered cannot be obtained by reading a bald enumeration of corrections. Often a single complaint embodied a series of conditions grossly injurious to the public health. In one instance a complaint directly involved 36 persons, and in another 50 persons were concerned.

### VALUABLE BY-PRODUCTS

There are several by-products of this inspection service of the Association that are of inestimable value.



1. It brings to the attention of the city violation of sanitary laws. It aids individuals and organizations who complain of bad housing in obtaining proper results from the city.

2. It strengthens the city official with the knowledge that there is a group of citizens backing him in his endeavor to see fulfilled the health laws of the City.

3. It serves as a lever to arouse public opinion to secure from state and local legislature the necessary support by legal enactment or legislative appropriation for the advancing of housing betterment.

4. Through its re-inspections and re-complaints it assists the various city bureaus in maintaining a check on the efficiency of their follow-up work.

Not the least important is the fact that it keeps the Housing Association itself abreast of housing conditions in Philadelphia and informs it of the nature of the mass defects that need correction. It gives the Association a compilation of facts for all its educational work, as well as for the determination of such modifications of housing law as changing conditions or organized opposition indicates necessary.

### OUTSTANDING NEEDS

Today certain outstanding sanitary needs press for attention and a comprehensive municipal program to meet them. There remain approximately 3,355 privy vaults on built-up sewerred streets. There are 9,929 privy vaults on unsewered streets and there are slightly less than 15 miles of built-up streets still without sewers. These facts are a challenge to the municipality.

It is evident from the nature of the large number of complaints handled annually by the Housing Association that ignorance of hygienic standards and sanitary practices on the part of tenants is responsible for the recurrence of certain specific types of insanitation. The Philadelphia Housing Association is asking Philadelphia to recognize that since it is legitimate to employ nursing service among the poor, outdoor physicians for the care of the sick poor, and medical inspectors for inspecting the physical condition of children in schools, it is equally legitimate to employ sanitary inspectors for instructive inspection service to handle

such cases as, by the repetition of an offense, indicate that the ignorance of the tenant is the responsible factor for such repetition. It, moreover, gives strength to the contention that a more thorough programme for education in hygienic laws and sanitary practices should be a part of the public school curriculum and form the basis for school extension work along similar lines in the homes of the poor in the congested areas.

## LOUISVILLE HOUSING LAW REPEALED

The Kentucky legislature has recently repealed outright the entire housing law passed in 1920 and applicable to the city of Louisville. Once more the too zealous advocates of housing reform have failed to learn from the experience of other communities.

Had there been proper organization of public sentiment throughout the state, and especially in the city of Louisville in 1920, when the Housing Law was passed, and had the friends of better housing in Louisville devoted a reasonable expenditure of energy to the building up and maintenance of such a public sentiment, the present situation could never have resulted.

Failing, however, to profit by the advice and experience of other states, the 1920 Act was prepared without proper or due consideration of the conditions existing in the city of Louisville. The result was what might have been expected. Having made certain important provisions of the law, namely, those with reference to the size of side yards, much more drastic than the community was ready to accept, the law was promptly attacked in the courts by the organized real estate interests of Louisville.

In our last issue we reported at length the decision of the court in this case in which the court rightly held that the law was constitutional and that it was within the power of the legislature to make such enactments, and that if the provisions of the law which had been objected to were not right, those affected by them should address themselves to the legislature and not to the court.

The real estate interests promptly acted upon this opinion. Instead, however, of seeking an amendment that would have corrected the too rigorous requirements of the side yard provisions, they evidently determined at one fell swoop to do away with the entire act.

Thoroughly organized, they so impressed upon the legislature their point of view that the act repealing the Housing Law was passed unanimously in both houses of the legislature.

What the friends of housing reform in Louisville were doing in this critical situation is undisclosed, but it is quite evident that their efforts were slight and ineffective in view of the results.

In the meanwhile the city of Louisville is left entirely without a housing law. It is a situation to make the judicious grieve.

## NEW EXECUTIVE FOR NEW JERSEY

The deadlock which has existed in the New Jersey Board of Tenement House Supervision since last June over the selection of a secretary to succeed Miles W. Beemer, for many years the very efficient Secretary of that body, has at last been broken through the selection of C. Raymond Swain, an insurance broker of Newark, who was appointed to this position on March 3rd.

## CALIFORNIA IS LEARNING

Though it may seem ungracious to suggest that the West, and especially the state of California, can learn anything from the effete East, yet it is interesting to note that the people of California are at last beginning to wake up to the fact that the so-called "wall-bed" which has been so distinctive a feature of modern apartment house construction in that state in recent years may have its disadvantages and may even be objectionable.

In the East, though they have known about "wall-beds" for many years, they have as a rule not been popular; for, people there still believe that families should have a home and a sufficient number of rooms to insure proper privacy and the functioning of a family as a unit, and not such make-shift methods of living as the folding bed in any form implies.

An interesting instance of this fact that California is beginning at last to see that the "wall-bed" type of construction is not a good one for the state, is contained in a recent dispatch from Edgewater to the effect that its newest 9-story apartment building estimated to cost, with the land, \$1,500,000, will not contain any "wall-beds". The owner of this popular priced "de luxe" apartment, as it is termed, is strongly of the opinion that "wall-beds"



are less in favor and that smaller dining rooms and larger bedrooms are more popular.

It is to be hoped that with this practical object lesson before them the people of California will ultimately outlaw the very objectionable "wall-bed" type of building.

## THE WORK OF THE CALIFORNIA COMMISSION OF IMMIGRATION AND HOUSING

In our January issue an article on the work of the Housing Department of the Commission of Immigration and Housing of California through inadvertence, we fear, gave a wrong impression of the valuable work of that body.

The comments that were made there with reference to this Report were upon the assumption that the Report in question was the Annual Report of the Commission, when as a matter of fact the Report reviewed was merely a brief summary of the work of the Housing Department for one month, namely, September, 1921 and in no sense intended for publication. For almost a year prior to that time the staff of the Housing Department had consisted of a single member. In August, a Director and a new Housing Inspector were appointed and the months of August and September were naturally devoted almost entirely to re-organization and planning of the work. In the Report in question no attempt was made to outline a housing programme or to give any details whatsoever of the month's work as these were matters of separate record.

The full Report of the Commission of Immigration and Housing of California for the year 1921, including the Report of the Housing Department will be available for distribution in the near future.

## BOSTON TAKES A STEP IN ADVANCE

Acting upon the initiative of Mrs. Addison C. Burnham of Newton Centre, who, for many years has been an enthusiastic advocate of better housing, a bill was introduced this winter in the Massachusetts legislature amending the Boston tenement house law so as to bring it more nearly on a parity with the provisions of the New York law of 20 years ago.

The Boston law had not heretofore required in new tene-



ment houses a separate and private water-closet for each apartment. This had only been necessary where the apartment consisted of "4 or more rooms". Where there were 3-room or 2-room apartments in such buildings all that was required was one water-closet for every 3 rooms and located on the same floor with these rooms.

Thanks to Mrs. Burnham's energy, this measure has now become a law having passed both houses of the legislature and having been signed by the Governor.

It is hoped that next year even further advances may be made in this direction and that similar provisions may be extended so as to cover all remodelled tenements; and that also, at the same time, the present very inadequate system of ventilating water-closets in new tenements from a horizontal shaft or covered passage-way may be done away with and that Boston may take its place along with New York and other progressive communities, which have for many years insisted that all new water-closets shall be lighted and ventilated by proper and adequate windows opening directly to the outer air.

## IOWA TAKES UP CITY PLANNING

The Iowa Town Planning Association has recently commenced the publication of a monthly bulletin on civic "improvement items." Edited by Rolland S. Wallis, Secretary of the Association, this bulletin should do much to advance the cause of town planning in that state.

In the February issue such topics are discussed as the Distribution of Both the Urban and the Rural Population of the State; the Moral Force of a City Plan; a Review of City Planning in the United States; a Municipal Swimming Pool for Des Moines, and similar articles of interest. The March bulletin is very properly devoted to the subject of Zoning. Iowa is one of the states that has not yet enacted a Zoning Law. It is expected that a state-wide Zoning Enabling Act will be introduced at the 1923 session of the Iowa legislature.

The work which Mr. Wallis is doing in thus enlightening the people of Iowa as to the value and nature of Zoning will be of very great value in that campaign.

## HEAT LOSSES THROUGH WALLS

Only in recent years, since the cost of building has so greatly increased, has the attention of the building industry been turned to a scientific study of the value of various building materials with regard to such important questions as heat losses, insulation against dampness, condensation, sound transmission and similar important questions vitally affecting the value and use of building materials which have heretofore been taken as a matter of course.

England has made a number of interesting studies in this direction, and here our own Bureau of Standards at Washington has, for many years, been a pioneer in this field. An extremely interesting study of the subject of the prevention of heat losses through exterior walls is presented by Mr. Wharton Clay of the Associated Metal Lath Manufacturers in a recent issue of the Architectural Forum. In this article Mr. Clay points out that it has been proved from actual tests that there is a difference of 221% in the heat insulation properties of two widely used materials for exterior walls, along with a relatively similar difference in coal bills.

### MORE COAL USED TO HEAT HOUSES IN TEXAS THAN IN NORTH DAKOTA

As illustrative of the lack of information possessed not only by the general public but by the architectural profession and the building industry generally on this subject, is cited the statement of John R. Allen, in reporting on the research work of the American Society of Heating and Ventilating Engineers, that more coal is used per room in Texas and Georgia than in North and South Dakota, due to the fact that these latter states have given more consideration to efficient methods of insulating exterior walls.

Mr. Clay in the article above referred to calls attention to the fact that heat travels by three different methods—conduction, radiation and convection—and describes technically and at length, the results of exhaustive tests made at the Bureau of Standards and at Armour Institute of Technology for the purpose of learning the relative value of various building materials used in exterior walls.

Mr. Clay goes on to say that: "The constant heat loss, winter after winter, that is incurred through lack of accurate information is appalling and the information derived from this series of tests, if utilized, can be made to save hundreds of thousands of dollars yearly."

All persons interested in reducing the cost of building and the cost of living should give serious attention to this valuable research work.

### RESEARCH IN NORWAY

Preliminary reports have recently become available of some of the results of similar experiments carried on at Trondhjem, Norway, at the Norwegian Technical University, where a series of experiments supported by grants from the Government and the municipality, have been conducted now for some time with the purpose of determining the relative value of the types of house construction in common use chiefly from two points of view, viz., which type was cheapest to erect and which was most economical in the matter of heating after erection.

To decide these points 24 experimental houses, very much like little sentry houses, were built upon an exposed hill, identical in all respects as to size and location to wind and other weather exposure. The only respect in which these houses differed was in the method of wall construction. In some the walls were made of stone; in others of brick, cement, wood and various modifications and combinations of these materials. Each house was provided with an electric heating apparatus capable of heating the whole house to over 100° F. above the outside temperature. A thermostat permitted the maintenance of an even temperature in all of the houses and the consumption of electric current for maintaining this temperature was carefully measured.

Full details as to the results of this experiment are to be published in a book which is to appear both in Norwegian and English this spring. But in the meantime a preliminary report that has been issued gives certain conclusions thus far noted. The most satisfactory results obtained as to conservation of heat were obtained from a type of construction used in house No. 21, described as a "frame house with sheet panel and asphalt pasteboard on each side, the intermediate space filled with dry, well-packed sawdust."



The experiments proved that not only were wooden houses the cheapest to construct in Norway, but that they were by far the best as to heat retention. House No. 21, with walls filled with sawdust, ranked the highest of all types in this respect. At Hedemarken such houses are built almost exclusively, and also a number in Hamar. They are "unexcelled as to durability and heat" and more fire resisting than frame houses. Arrangements must be made to fill the walls a second time after the original filling has sunk.

In Iceland they have recently discovered that the best walls they can build are two concrete walls filled with peat straw. This filling, but with wooden walls, in house No. 22, gave excellent results, and is preferred where peat is more easily obtainable than sawdust. Moss peat, and not fuel peat, is the better.

### THE RESULTS OF ENGLISH EXPERIMENTS

The Building Research Board of England has recently made available the results of the series of scientific tests and experiments carried on under its direction since 1920, in a report (Special Report\* No. 4, Building Research Board) on "The Transmission of Heat and Gases Through, and the Condensation of Moisture on the Surface of Wall Materials" being a portion of a larger report of the Building Materials Research Committee.

The Report in question points out that:

"The degree of physical comfort experienced in the ordinary dwelling house depends to a great extent upon the thickness and construction of the outer walls."

The Report cites the experience with dwellings constructed of Devonshire "cob", where, because of the comparative weakness of the materials composing the walls in resisting compressive stresses, it becomes necessary to build the walls much thicker than is ordinarily the case in brick houses; and says that dwellings of this type are noted as being cool in summer and warm in winter.

The Committee, while recognizing that considerable experimental work had been done in both America and Germany in

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\* *His Majesty's Stationery Office, Kingsway, W. C., 2. London, Price 1s.*



testing heat losses through various types of thick walls, thought that further tests were desirable in reference to *thin* walls and walls of new types of construction. The following types of walls were submitted to the tests:

- 9 inch plain unplastered brick wall (London Stock)
- 4½ inch plain brick wall unplastered
- 4½ inch double brick wall 3-inch cavity (without ventilation)
- 4½ inch double brick wall 3-inch cavity (ventilated top and bottom)
- 4½ inch rough breeze concrete
- 4½ inch rough ballast concrete 6 to 1
- 9-inch concrete blocks with cavity in each block
- 4-inch thick hollow brick tile
- 4-inch ballast concrete wall outside 2-inch cavity and 4-inch coke breeze concrete inside (without ventilation).
- 4-inch ballast concrete wall outside 2-inch cavity and 4-inch coke breeze concrete inside (ventilated top and bottom).

It was found that of the walls tested the 4½ inch Rough Ballast Concrete Wall offers the least resistance, while the 10-inch Concrete Cavity Unventilated Wall with the inner partition of "coke breeze" offers the greatest resistance to the flow of heat.

It is pointed out that the latter type of wall doubtless partly owes its efficiency as a heat insulator to the porous nature of the "breeze"; as it is, of course, a well known fact that good insulators such as cork, slag wool, or wood owe their insulating properties to the large number of small air spaces contained within their mass.

Contrary to the popular expectation, these experiments did not show that the ventilated wall or wall with the ordinary cavity, *per se* is necessarily the type of wall in which heat losses are least. As the report points out:

It will be noticed that in these examples the difference in the coefficient of heat transmission with a cavity wall when ventilated and not ventilated appears to be small; but the effect of ventilation on the transmission of heat is governed by the extent to which circulation occurs in the cavity under ordinary weather conditions. This will depend upon the force of the wind and upon the difference between the temperatures of the inner and outer atmospheres. Either or both of these factors might have the effect of increasing the circulation if ventilation is provided both at the top and bottom of the cavity.

It may be said, therefore, that comparatively little is lost in the insulating effect of the wall by providing a limited amount of ventilation in the cavity, particularly if this is arranged at the base of the cavity only.

## POROSITY OF WALLS

Similar valuable and interesting experiments have been made by the Building Research Board of England with regard to the porosity of building materials. The full results of these tests, with a technical description of the methods adopted, will be found in the Report above cited.

The tests roughly consisted in drawing or forcing air, hydrogen, coal gas or carbon dioxide through slabs of the selected material. The following materials were used:

- Fletton brick
- Stock brick
- Concrete (ordinary mixing)
- Concrete (dry mixed and rammed)
- Coke breeze
- Coke breeze (rendered)

The results showed that the concrete slabs were very much less porous than the brick. The report also points out that in the case of bricks it was found that variations in results could be traced to distinct fissures, the leakage through which could be felt by hand when the air was forced through at the higher pressures. When these leaks were stopped the porosity was diminished by some 20%. The Board reaches the conclusion, therefore, that leakage through defective joints may be far more important than the porosity of the actual material used.

## POROSITY OF WALL PLASTER

Similar experiments were made with reference to the porosity of wall plaster, the results showing that generally plaster materials are relatively porous except for the fine setting coat which, in the case of common plaster, makes the material 20 times as resistant to the passage of air. The report adds that:

Though the results show that the various materials differ in porosity, the difference does not seem of great importance in view of the small quantity of air which would pass through the material of a wall in practice.

The report goes on to point out that the results on porosity experimentally obtained showed that the material of the wall has very little to do with the stuffiness which is sometimes said to be found in concrete cottages. It adds that:

The material itself can have nothing to do with this which, if it really exists, is probably due to the lack of provision of ventilating openings necessary in a building entirely constructed of concrete. The plaster itself makes a great difference as also do the finish and surface treatment.

A similar effort was made to secure results with reference to the condensation of moisture on various surfaces. On this point the report states that this investigation proved extremely difficult to carry out and that the results were not definite. It adds:

The main fact brought out was that the nature of the surface rather than the material was of importance. The smooth surfaces showed far more condensation than the rough, as was to be expected.

### THE STABILITY OF THIN WALLS

Similar valuable experiments and research work have been carried on by the Building Research Board into two closely allied subjects, viz., the Stability of Thin Walls and the Strength of Floors. The results of these experiments have been published in two separate documents known as "The Stability of Thin Walls," Building Research Board, Special Report No. 3\*, and "Experiments on Floors," Building Research Board, Special Report No. 2\*\*.

In discussing the purposes of the Inquiry and the results likely to be obtained therefrom, the report has the following to say:

It is generally realized that the actual stability of unsupported walls only a few inches thick is very small, and that such walls in practice always receive support either at the top or sides or both. It appeared therefore to the Committee that the most practical method of attacking the problem was to ascertain the breaking strength of typical walls when subjected to crushing loads and horizontal pressure applied to the walls while held at the top and bottom. This would correspond roughly to a wall having in it two door openings, the strength of a wall with no openings being somewhat greater.

Tests were made on several commonly used materials and each material was loaded to destruction in three ways:

1. Small cubes, generally 6 or 9 inches square, were crushed in order to ascertain the strength of the material when not used as a thin structure.

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\* *His Majesty's Stationery Office, Kingsway, W. C. 2, London, Price 6d.*

\*\* *Price 1s. 3d.*



2. Columns or pillars, 14 inches wide, from  $2\frac{5}{8}$  inches to  $4\frac{1}{2}$  inches thick and 8 feet 6 inches high. These narrow, thin walls or pillars were crushed, and their relative strengths compared with that of the cubes were ascertained.

3. Short lengths of wall, 3 feet 6 inches wide, from  $2\frac{5}{8}$  to  $4\frac{1}{2}$  inches thick and 8 feet 6 inches high, were subjected to a vertical load of about 1 ton per lineal foot of wall, and, while thus loaded, a horizontal pull was applied to the wall at the middle of its height until failure took place.

The principal facts brought out by these tests were the high relative resistance to crushing shown by the slender walls or pillars and the weakness of the lime mortar compared with Portland cement when tested in this way.

With the exception of the wall built with lime mortar, the crushing strength of the walls varied from 67 to 83% of the strength of the same material crushed in cubes.

Another interesting result cited by the Committee is that walls built with Fletton bricks on edge in cement ( $2\frac{5}{8}$  inches thick) resisted a much higher crushing load and horizontal pull than those built with the same bricks laid flat in lime mortar ( $4\frac{1}{2}$  inches thick.)

Another result was that all of the concrete and "breeze" blocks (slabs) showed a high resistance to the transverse loads, as compared with walls formed from smaller units such as bricks.

## STRENGTH OF FLOORS

Owing to the great shortage of timber during the War, many varieties of reinforced floors composed of concrete or other material, were suggested as substitutes. As conflicting claims were made as to the strength and reliability of some of these floors, it was determined by the Building Research Board to carry on a series of tests to determine to what extent the strength of the materials themselves could be relied upon when combined in such structures.

It was accordingly decided to select a number of typical kinds of floors and submit them to practical tests including among them the ordinary wooden joist floor and reinforced concrete floors as well as those of special construction in which hollow tiles or bricks with reinforcements were used.



The types of floor tested were as follows:

1. Hollow tile
2. Perforated brick and tile
3. Hollow tile
4. Reinforced concrete beams and slab
5. Wood
6. Reinforced concrete beams and slab
7. Hollow tile (similar to 3)
8. Ash concrete beams.

The strongest floor was that of reinforced concrete beams and slab (No. 6) which was reinforced in both directions. This floor is one of the heaviest and contains a comparatively large proportion of steel. The next strongest floor is said to be the wooden floor. The report adds:

“This floor would probably have stood even greater loads had there not been a hidden defect in the beam which actually failed.

All architects, all students of housing, and all manufacturers of building materials should avail themselves of these three extremely valuable reports.

### AS APPLIED TO THE UNITED STATES

The bearing of these experiments upon building progress in the United States is most vital. As is pointed out in a recent study of the provisions of the building codes of 65 American cities on the subject of floor loads, made by Richard G. Kimbell of the National Lumber Manufacturers Association, there is the widest range in the requirements at the present time, the permitted floor load in private dwellings ranging from 30 pounds per square foot to as high as 80 pounds.

As Mr. Kimbell points out:

The absurdity of the situation needs little comment. Action is required. It should not require argument to convince men that if a floor load of 80 lb. per square foot is necessary then there are thousands of buildings designed for a 30 lb. load, in

which the occupants are daily in danger of death. On the other hand if a loading of 30 lb. is sufficient then cities requiring 40, 50, or 80 lb. are encouraging waste and extravagance. The day for the blind copying of old ordinances by cities thinking they are getting up to date has not yet passed.

In a recent issue of the *American Architect* the variations in the requirements of the building laws in different cities in the United States contrasted with those in French and German cities are similarly pointed out.

It is hoped that the Building Code Committee of the Department of Commerce of which Mr. Ira Woolson is Chairman, availing themselves of the results of all of these various scientific tests, will present to the country a code based upon the new knowledge of materials, "in performance," thus obtained, and put an end to the great economic waste that now prevails throughout this country.

## COMMUNAL HEATING

It has long been the desire of housing reformers in the United States that some practical scheme of communal heating of a workman's settlement or Garden Village might be developed and that it would be so organized that it could be operated on an economic basis.

Up to the present it has not been possible to do this, and the only successful communal heating plants that are in operation in the United States are those for a class of people of much larger earning capacity than even the high grade mechanic. Where it is possible to use exhaust steam from a neighboring factory plant, communal heating arrangements for workingmen's dwellings have been successful, but not otherwise.

An extremely valuable discussion of the practical questions involved in this subject will be found contained in an address on the subject of "Communal Heating and Hot Water Supply" delivered by John A. MacIntyre, Consulting Engineer, at the Sanitary Congress held at Folkestone, England, last summer.

## ECONOMIC LIMITS OF SERVICE

Mr. MacIntyre lays down a principle with reference to the area which can be fed with heat economically from one center,

and cites two instances in England wherein connection with national munitions factories steam at 120 pounds boiler pressure was transmitted to a distance of 1200 yards from the boiler center with a loss in pressure of about 40 pounds; and in another case where hot water had to be circulated to warm buildings 900 yards away from the boilers.

Mr. MacIntyre adds that:

It will be seen that, in the two cases above, if the boilers were placed in the centre of a community, heat could be fed to an area of 300 acres in the case of the steam installation and of 170 acres in the case of the hot water, with transmission losses approximating to those in the two factories mentioned.

Considering a 200 acre estate of modern small dwelling houses pitched at 12 to the acre, we see that there would be no great difficulty in providing a heat supply from one central source to 2,400 houses, which is quite a large suburb or a small town in itself. The boilers in such an installation, for the provision of both hot water and heating, would have to be capable of an output of about 40 million British thermal units per hour; that is to say, 6 or 7 large Lancashire boilers would be required.

### Cost

With reference to the very difficult question of cost, Mr. MacIntyre has this to say:

Now as regards costs, in the May 1920 number of *Domestic Engineering* I published an article on this subject, and in this I worked out in detail the costs which would be involved in warming and supplying hot water to a community of 1300 workmen's dwellings. It was assumed that the pipe trenches would be formed as the roads were being made, and the figures were somewhat as follows:

Boiler Installation, Building and Outside Mains £36,800.  
The interest on this outlay (which I suggest should be added to the rental of the cottages) at 5% amounts to about £11-8s-0d per cottage per annum. The average cost of internal plant in each cottage would be about £20, which adds another £1 to

the rental. The calculated capacity for the station required in this case was 28 million B. T. U. per hour, and running and depreciation costs worked out at 3s-3d. per million B. T. U. with coal at 30s per ton. On this basis each tenant would require to pay about £10 per annum for heating services, apart from cooking; so that central heating and hot water supply cannot be considered as a good financial proposition for ordinary Garden Villages; in fact, with houses spaced 12 to the acre, it would really be cheaper for each tenant to have his own little boiler feeding one or two radiators and from which he could draw his hot water supply.

It will be seen from this statement that in England each tenant would have to pay about £10 per annum for heating services apart from cooking. Mr. MacIntyre adds that this high cost is due mainly to outside pipe lines and high transmission losses and that if the 1300 houses had been massed together in large adjacent blocks of flats this cost would be reduced by nearly 50%.

An important consideration raised by Mr. MacIntyre in his discussion of this question has a bearing on the development of complete new towns of the Garden City type such as is now being developed at Welwyn, England. He says, speaking of the advantages of central heating:

All these advantages can be obtained without pollution of the outside air, and it can be affirmed safely that in a large residential town where all domestic heat is provided from large boilers with modern equipment there would be no fog, and the atmosphere of such a town would be as clear and transparent as it was in the locality, before the town was built.

Probably the most important and practical suggestion made by Mr. MacIntyre in this illuminating discussion of the subject is his suggestion that where a central heating station is combined with all interests connected with the distribution of energy, whether in the form of electricity, gas or heat, that central station heating will become a practicable thing. As he puts it:



## WHAT COMMON ACTION COULD DO

The ideal central station, therefore, would consist of complete gasmaking and generating plant, with facilities for distilling coal at low temperatures, if the market for coal oils justified this process; it would supply heat direct to any consumer within short distance (say 500 yards) from the station, and the engineer in charge should frequently survey the area he served, to ascertain whether it would be in the general interests to instal sub-stations for the generation and delivery of heat. To many areas, it might pay him to run a power gas main at high pressure, conveying low grade gas, which, while unsuitable for ordinary domestic purposes, could be used for steam raising, or he might find it more economical to instal coal or coke-fired boilers, depending on the relative output of his central plant.

We hope that some day, the heating engineer may give us exactly the kind of heat we want, and do so from a clear and economical unit, which will not pollute the atmosphere, but this is beyond his power at present. Meantime, much could be done towards a solution of the problem by amalgamation of all the interests connected with the generation and distribution of energy within areas where unhealthy and harmful competition amongst such interests is too frequently the rule.

## LET THERE BE LIGHT

That tenants appreciate improvements and are even willing to pay for them is evidenced by the experience of the Cincinnati Model Homes Company.

In our June issue we reported the vote taken by the tenants of this company on the question of whether they were willing to pay a slightly increased rent if electric lights were installed throughout the houses.

It will be recalled that 56% of the colored tenants voted in favor of the improvement at an increased rent of \$1 per month in the 3-room flats, and \$1.50 per month in the 4-room flats and that 72% of the white tenants similarly favored this improvement.

This was a year ago. In a recent communication the directors of the company report that the improvement has been a very

great success; that the returns from the moderate increase in rentals are adequate to wipe out the additional outlay within 6 years.

But, as is often the case, the by-products have had the greatest value, as the improvement has made the entire investment more secure and the demand for the flats in the company's buildings is greater than ever. The directors of the company note an increase in the stability of the tenants which they attribute partly to this factor, the voluntary turn-over for 1921 being but 12%.

While at first it might seem that the effect of such improvements might have been to change the class of tenants, investigation shows that this effect has not been noticed but on the contrary the installation of electric light has had a tendency to make the tenants hold on to their flats, with even greater tenacity than before the improvements.

## THE DANGERS OF THE OLD DWELLING

One of the most serious accompaniments of the present housing shortage throughout the United States has been the turning of old private dwellings into flats, tenements and apartments, generally with slight physical alterations, and making out of what were once one-family houses, houses containing often 3, 4 or 6 families.

The old private residence built solely to house a single family many years ago, is generally not only ill-suited to this purpose from the point of view of light and ventilation and conveniences of living, but is especially inadequate from the point of view of protection against fire.

Almost invariably such houses have no fire escapes and the only means of exit is the inside wooden stairway which as a rule is enclosed in ordinary partitions of lath and plaster with numerous openings at each floor to other inflammable parts of the building.

In New York City such buildings when no cooking is done on the premises are practically under no laws. By omitting the provisions for cooking they escape the requirements of the tenement house law, and, unless they contain 15 sleeping rooms or more, they are not under the provisions of the Building Code applying to boarding houses. The result is that the persons blithely taking

up their abode in such buildings are entirely without any protection in the event of fire, and when fire breaks out in such buildings and life is lost, as has happened within the year in New York City, there is no remedy and no public official can be held responsible.

Appreciating this situation the Tenement House Committee of the Charity Organization Society of New York, of which Lawson Purdy is chairman, recently sent a communication to the President of the Board of Aldermen pointing out the dangers of this situation and urging an amendment to Section 151 of the Building Code by which this situation will be remedied, so that any residence building containing more than 4 sleeping rooms will be required to have proper fire escapes and means of egress.

## LISTING UNDESIRABLE TENANTS

For years housing reformers have urged that undesirable tenants, namely those who move without paying rent and who injure property, should be carefully listed, though not "black-listed" by real estate owners and agents. For, it is well recognized that the self-respecting tenant who pays his rent promptly and takes care of the property of others used by him, is generally the chief sufferer from the careless and disorderly tenant; as the losses thus incurred by property owners have, of course, to be met in the scale of rents charged for apartments in that building and, as usual, the consumer pays.

The cause of housing is therefore materially aided by the recent action of the St. Louis Real Estate Exchange in determining to list for the benefit of its members those tenants who have been sued for rent, dispossessed or who have moved without paying rent, or without giving proper notice.

Officers of the Exchange emphasize the point that the listing of undesirables is not a black list and is furnished for information only and that members are not pledged to govern their actions by the reports.

It is hoped that ultimately such a plan will be in vogue in every city in the United States and that reciprocally, the tenants will organize and will list undesirable landlords, namely, those who raise their rents without reason, or fail to keep the property in proper order or comply with orders of the municipal authorities.



## A UNIQUE IDEAL CITY

Roger W. Babson, the well known writer on financial and industrial topics, has announced a unique plan for the building of a small city in Wellesley, Mass., which he states he plans to make the industrial capital of the United States; 220 acres of land have been purchased which is to be laid out by John Nolen, the well known Town Planner. In a recent public statement Mr. Babson outlines the nature of this novel community as follows:

The city will not be a chartered city, but will be a gigantic conference ground for all the powers that control production and direct distribution. There will be two great campuses—one for production, one for distribution.

Around the first campus will be built the buildings that deal with production—four main buildings covering every conceivable product. These buildings will be listed under forest products, agricultural products, live stock and mineral products,

There will be the inner chamber of the powers of production. There the men that control the country's great industries will gather. There will be kept their records, their charts, the up-to-date and constantly changing files of statistics. There the secretaries of the National Textile Association, the American Iron and Steel Institute and other great national associations can discuss the country's problems like the President's Cabinet. From there they may go to lunch together.

If more of those men who collectively hold the fate of America in their hands could go to lunch together, I am sure business arrangements would be more direct, more affable, and that the people of the country would benefit enormously.

A lot of land for a building is to be presented to each of these great national Associations. Many smaller buildings, subsidiary to these principal four will be built about the campus. Some Associations have already signified their intention of taking these grants.

The other campus will centralize the country's power of distribution. Each State will be requested to keep a building where representatives and statistical files of state conditions will be on hand.

A connecting group of buildings devoted to economics, finance, psychology and factory management will act as a



link between the two campuses. There will also be many incidental accommodations, an art building for exhibition of industrial pictures, a chapel, a gymnasium, a restaurant, dormitory, golf links, boys' camp, and arrangements for the accommodation of conference delegates and their families. The grounds will be made an ideal place for national conventions \* \* \* .

"Cotton, wool, steel, leather—these and all such mighty words are spelled out in blood" said Mr. Babson. "When deflation like a plague blights the industrial life of the country it leaves behind it a havoc of poverty and anguish that is seldom known to the general public. We who are not of the unwanted 10,000,000 seldom realize this. Today, among a million men, women and children of the United States there is suffering such as never was in Belgium."

I realize it is impossible with one idealistic stroke to wipe out the weaknesses of our civilization, to end forever human suffering and misfortune, but I do believe that if there was a closer communication between the controls of production and consumption the time of enormous inflation and the inevitable consequent deflation would be abolished. And I believe that with this abnormal fluctuation steadied, if not destroyed, the great problem of unemployment and resultant unrest and suffering would be largely solved.

This central gathering place of the powers of production and those who are familiar with distribution would do more than anything else I know to stabilize our civilization and bring a national satisfaction and progress.

It would be the rejuvenation of New England. It would be the salvation of the extra 10,000,000. And it would help eradicate many of the dark and tragic features of the vast industrial civilization of which this country is most representative.

## CO-OPERATIVE GROCERY AS AN ADJUNCT TO MODEL HOUSES

One of the interesting features of the Cincinnati Model Homes Company's group of buildings is the co-operative grocery store developed in connection with them. Recently a dividend of 6%

has been paid to the members of this co-operative grocery. Although 10 previous dividends of 4% have been paid in past years, this is the first 6% dividend that has been realized. Interesting information with regard to the amount of purchases made by the different tenants and the dividends paid to them in actual cash can be obtained from Mr. H. Ginberg, the Secretary of the Cincinnati Model Homes Company.

## LABOR COST IN A DWELLING

The Division of Building and Housing of the U. S. Department of Commerce has made a thorough investigation of the amount paid the various labor groups in building a 6-room dwelling and has issued the following preliminary figures showing the percentage of cost that each labor group bears to the total cost of a 6-room house, both in frame and in brick construction.

### TOTAL LABOR COST, 100%

Trade.	Frame House.	Brick House.
Carpenter .....	49.6	32.2
Bricklayer .....	6.2	21.5
Hod carrier .....	2.2	6.7
Plasterers, .....	7.9	8.8
Plumbers .....	8.7	7.6
Electricians .....	2.6	2.5
Painters.....	10.0	6.3
Common Labor.....	6.3	9.9
All others.....	6.5	4.5
Total .....	100.0	100.0

These averages were constructed from reports covering a large number of six-room brick and frame houses throughout the country. The relation of the amount paid to the various groups to the total labor cost varies according to the type of construction prevailing in the various localities. However, these averages give a fair view of the general distribution of labor costs.

## LABOR TO FINANCE ITS OWN HOMES

A dispatch from Ohio to the effect that the Brotherhood of Locomotive Engineers has received a charter for a holding company with \$1,000,000 capital to finance home building for the benefit of its members, points one way in which the financing of workingmen's dwellings can be facilitated.

That labor unions should use the large funds in their possession for investment in enterprises that will be of benefit to Labor is an idea which it seems strange has not sooner appealed to representatives of organized labor. The outcome of this cooperative experiment will be awaited with very great interest.

Similar action was taken in St. Paul, a year ago, according to reports from the U. S. Bureau of Labor. In that city such a company was capitalized at \$100,000 and control of the common stock was vested solely in labor organizations. The Board of Directors consists of one member each from each of the unions engaged in the building trades and each representative is an expert in his particular craft. Since its establishment last April the company is said to have done a business amounting to \$200,000 and to have shown a dividend of 7%. Its operation is on a strictly business basis and union standards of wages and working conditions are maintained.

## SIMPLIFIED BUILDING CODES AS REDUCING COSTS

If the action of Mayor Hylan of New York in vetoing recently the proposed modification of the New York Building Code so as to reduce the cost of construction is symptomatic of the kind of attitude that is to be taken in other cities, it looks as if the report of the Hoover Committee on Building Codes of which Ira H. Woolson is Chairman, was in for rather rough sledding when it finally appears.

The ordinance amending the New York Building Code represented a careful and conscientious effort on the part of a group of New Yorkers, architects and others deeply interested in the building industry, known as the Joint Committee on City Departments, to eliminate all unnecessary factors in the cost of construction as found in the requirements of the Building Code, always, however, subject to the very proper limitation that no changes should be made that would jeopardize the safety of construction.

In a veto message sent to the Board of Aldermen Mayor Hylan gives as his reason for withholding his approval to the proposed ordinance that :



"More time will be required properly to study the nature of each amendment and insofar as possible to foresee the result."

and adds the further recommendation that:

"It might be well to suspend any action pending a general review of the building code and other co-related municipal requirements."

He gives utterance also in this counsel to the cryptic remark:

"The broader view in the enactment of laws is their general application for the good of the greater number."

All of which may be enlightening to the Board of Aldermen.

As the proposed amendments represented the well considered views of disinterested and leading members of the architectural profession and the building trades and various building experts, Mayor Hylan's action is very greatly to be regretted.

### PLUMBING SIMPLIFICATION

For years all persons interested in the building industry and especially plumbing experts have felt that there were many things in modern plumbing practice which were of doubtful benefit to the community and which might well be dispensed with so far as plumbing requirements are concerned and thus remove one factor of unnecessary expense and consequent economic waste.

A comprehensive presentation of this subject has been made to the Hoover Committee on Simplified Plumbing Practice by William Paul Gerhard, the well-known authority on plumbing and sanitary engineering. Mr. Gerhard's recommendations and the reasons for them will be found in the *American Architect*, issue of December 21, last. They deal with such questions as Materials, Backventing versus Circuit Venting, the much discussed Main House Trap and Fresh Air Inlet, Flushometer Valves, the Use of 3-inch Soil Pipes and various questions connected with plumbing fixtures and fittings. All persons interested in reducing the cost of construction of the workman's dwelling should study Mr. Gerhard's recommendations with great care.

### A HOME BUILDER'S CLINIC

The Small House Service Bureau with headquarters at Minneapolis has established a Mat service in a number of newspapers



throughout the country which it has very appropriately designated as a "Home Builders' Clinic." One paper, the Minneapolis Journal, has decided to give a practical demonstration of its faith in the service which the Bureau renders and to prove to small home builders by ocular demonstration that with limited sums of money, small attractive homes can be built for reasonable cost and to this end has bought a lot and is going to build on this lot in Minneapolis a house known as "House No. 654."

## RESULTS OF THE NEW YORK TENEMENT HOUSE COMPETITION

In a recent issue we referred to the competition for the improvement of the New York type of tenement house arranged by the Phelps-Stokes Fund of which I. N. Phelps Stokes the well known New York architect, is President.

The final awards in this competition have recently been announced as follows:

First Prize, the Commission to erect a house on a 100 ft. by 100 ft. lot, to Sibley and Fetherston.

Second Prize, \$1,500, to Frank J. Shefcik.

Third Prize, \$1,000, to John Tompkins.

Students of housing interested in the New York type of tenement house and its possibilities of improvement will find reproductions of the premiated designs in the *Journal of the American Institute of Architects*, March issue.

## LOW COST HOUSING IN CALIFORNIA

In view of the almost universal cry throughout the country that it is impossible at the present time to build houses for workmen at a cost that puts such houses within their purchasing power, or renting power, the news which comes to us from California of a housing development in which sanitary and comfortable two-room bungalows have been built for as low a cost as \$800 is most encouraging.

Edward Glass, State Director of Housing of the Commission of Immigration and Housing of California, is authority for the statement that:

We can easily build bungalows of a certain type for \$1400. In fact, we can build them for \$1250 when built in quantities of 25 at a time.

While these bungalows represent the very simplest form of construction, built of concrete set flat upon the ground, yet as Mr. Glass says:

These plans were developed to house Mexican laborers only, and these little buildings, no matter how crude they look, are infinitely better than the dirty miserable hovels formerly occupied by these tenants.

These low-cost houses for "common labor" developed through the initiative of the State Commission of Immigration and Housing are but one more testimony to the splendid work which that body is doing.

Another instance of the effective aid rendered by this body is in the development at Bakersfield where, at the request of the Civic Commercial Association, a 17-acre tract is being laid out by the Commission.

Mr. Glass states that the streets are being arranged in such a manner that the houses will be properly oriented for view, prevailing winds, sunshine, etc., and that with the proper subdivision of the land and a slight variation in plan and design, it is believed that the entire layout will present an artistic appearance. He adds that the houses are expected to rent for from \$12 to \$15 apiece per month, which will yield a 5% net return on the investment.

All persons interested in low-cost small house developments for low paid workingmen will find it extremely advantageous to get in touch with Mr. Glass and secure from him the details of the construction of these most interesting houses. Mr. Glass' address is 525 Market Street, San Francisco.

## JOHN DILL ROBERTSON RESIGNS

Dr. John Dill Robertson, who, for the past 7 years, has been Commissioner of Health of the city of Chicago and who during his incumbency of that office has shown a very deep interest in securing better housing conditions in Chicago, has recently re-

signed his office as Commissioner of Health in order that he may devote himself more exclusively to the cause of health education. In a private letter recently received Dr. Robertson states that he is still retaining his position as President of the Municipal Tuberculosis Sanitarium which spends \$1,500,000 annually in the tuberculosis field; that he has recently been elected President of the Pageant of Progress and that he is associated with Dr. C. St. Clair Drake in the publication of a journal known as *Health*.

Dr. Robertson adds that these activities, together with the Chicago Training School for Home and Public Health Nurses will keep him as busy as he cares to be, much as he regrets to leave the Health Department work.

In his letter of resignation to the Mayor, Dr. Robertson reviews the accomplishments of the Chicago Health Department during the 7 years of his administration.

The record thus cited is an enviable one. It is such a record as every Health Officer in the United States would be proud to leave behind him after 7 years activity in Health Department work.

Dr. Robertson is succeeded in office by Dr. Herman N. Bundesen, who has for many years been an important man in the Chicago Health Department.

## NEW JERSEY TAX EXEMPTION LAW UNCONSTITUTIONAL

In 1920 the state of New Jersey passed a law<sup>1</sup> exempting from taxation for 5 years dwellings erected between October 1 of that year and October 1, 1922. This law has recently been held to be unconstitutional and void by the Supreme Court of New Jersey, though an appeal may be taken to the Court of Errors and Appeals.

The New Jersey Act was attacked on the ground that it is in violation of Subdivision 12, Section 7, of the New Jersey Constitution, which is as follows:

"Property shall be assessed for taxation under general laws and by uniform rules according to its true value."

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(1) Chapter 355 of the laws of 1920

In this<sup>2</sup> case in which the Supreme Court held the law to be unconstitutional, the Court's decision was based directly upon the Subdivision of the Constitution just quoted. In the light of previous decisions of the New Jersey Supreme Court and the Court of Errors and Appeals this decision is not surprising. Under this subdivision it has been held that property may be classified and railroad property may be treated as a class<sup>3</sup>.

On the other hand, the classification must be based upon the nature of the property and must include all of a class of property. The exemption to the amount of \$500 of real and personal property of members of a fire company was held unconstitutional<sup>4</sup>.

It was held unconstitutional to treat as a class the real property of savings banks other than that bought at foreclosure. The legislature imposed a tax on savings banks based on their deposits and exempted from all other taxation their real and personal property except such real property as was bought at foreclosure. The court held this act invalid because of the exemption of certain real estate<sup>5</sup>.

In spite of these decisions and the decision of the Supreme Court holding the exemption of new dwellings invalid it may be that the Court of Errors and Appeals will regard this classification as not repugnant to the provisions of Subdivision 12, Section 7.

## IN NEW YORK

In 1920 New York added a section<sup>6</sup> to the Tax Law, which gives power to the legislative body of any county, city, town, village or school district to exempt from taxation for 10 years dwellings erected after April 1, 1920, and commenced before April 1, 1922. By a law<sup>7</sup> passed in 1921 this Section was amended to enlarge the power of local legislative bodies so that they might grant a limited exemption instead of a total exemption.

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(2) *Case of Julius Koch v. Essex County Tax Board*

(3) *State Board of Assessors v. Central Railroad of New Jersey, Court of Errors and Appeals, Law Reports 48, Page 146*

(4) *Tippett v. McGrath, Supreme Court 70, Law Reports, Page 110*

(5) *Society v. Richards, Supreme Court, 52 Law Reports, Page 156*

(6) *Sec. 4-b of the Tax Law, Chapter 949 of the Laws of 1920.*

(7) *Chapter 444 of the Laws of 1921.*



On February 18, 1921, the Mayor of New York approved an ordinance<sup>1</sup> exempting new dwellings to the amount of not exceeding \$5,000 for each family and not exceeding \$1,000 for each living room for the period authorized by the Tax Law.

There is nothing in this decision of the Supreme Court of New Jersey to disturb those who favored the New York statute; for, the constitution of New York is silent concerning the subject of taxation. The New York act can be attacked only upon the ground that it is in violation of the 14th Amendment to the Constitution of the United States, which provides that "no state shall deny to any person within its jurisdiction the equal protection of the laws." The Supreme Court of the United States has held that this provision was not intended to compel states to adopt an iron rule of equal taxation or to prevent a state from adjusting its system of taxation in all proper and reasonable ways. "Judson on Taxation" says "In the absence of state constitutional restrictions the right of the State to make exemptions or contracts for exemption when it deems them expedient according to its own public policy has been sustained by the Supreme Court."

In a number of states there are statutes similar to that of the state of New Hampshire providing for the exemption for 10 years of an improvement caused by reclaiming swamp land or by the exemption for 10 years, by the vote of a town, of any new manufacturing establishment. The exemption of new manufacturing establishments is common in a number of states. The theory is not unlike that of the exemption of new dwellings for a term of years. In the one case the intent is to encourage the establishment of new manufacturing industries and in the other to encourage the erecting of new dwellings.

The state of New York for many years has favored pensioners by exempting the homestead bought with pension money. Undoubtedly this exemption would be just as much in violation of the New Jersey Constitution as the exemption of the property of the members of a fire company, which was held invalid by the Supreme Court of New Jersey.

#### IN OTHER STATES

From time to time the National Housing Association has been asked by citizens of various states whether an exemption of new

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(1) *New York City Ordinance No. 112*

dwellings should be recommended in those states. These questions have come from Massachusetts, California, and Illinois.

The Massachusetts Constitution is very old, and, on its face, might not seem to prohibit such an exemption, but the decisions of the Massachusetts courts have construed the requirement that the legislature shall "impose and levy proportional assessments and taxes", as though it read "proportional taxes on all property".

The Constitution of Illinois provides that "every person shall pay a tax in proportion to the value of his property."

The Constitutions of Ohio and Indiana require all property to be taxed at its true value in money.

The California Constitution provides that all property not specifically exempted by the Constitution shall be taxed in proportion to its value. The constitutions of about 30 states contain similar provisions against the exemption of any property which is not declared to be exempt by the constitution itself. In these states, Massachusetts, Illinois, Ohio, Indiana, California, an exemption of new dwellings like that in New York would be unconstitutional and void.

In New York and Connecticut the exemption of new dwellings for a term of years is not prohibited by the constitution. Minnesota, Arizona, and Oklahoma contain provisions which seem to permit such a classification of property for taxation as might make the exemption of new dwellings valid.

New York and Connecticut are free, but constitutional freedom is the exception in the United States, not the rule.

LAWSON PURDY,

Former President, Dept. of Taxes  
and Assessments, City of New York.

## COTTAGES FROM WASTE

Andrew Carnegie used to say that he had made his fortune by utilizing the waste that his competitors threw away. Probably no one who has travelled through mining districts who has not wondered that some practical use could not be found for the vast culm heaps which sometimes tower almost mountain-high around such communities. It is now reported that a great new industry for the utilization of waste has been started in Scotland, which

will have the additional value of accelerating housing schemes by supplying promptly high-quality bricks at a cost which will compete favorably with foreign bricks. These bricks are to be manufactured from oil shale which has been reported on as especially suitable in its chemical composition, with an admixture of about 8% of lime, for the manufacture of bricks. As a result of a report on this subject made by expert chemists, a new industry for the manufacture of bricks has been started at Linlithgow. This plant is capable of turning out 24,000 bricks a day.

It is stated that this is the first time that spent-shale has been used for brick making in Scotland and that it is also the first industrial utilization of the great mountains of waste shale in the Lothians.

The work that is thus being so effectively carried out in Scotland, it is estimated, can be applied to various parts of England and Wales as well, where vast dumps of similar waste material are to be found.

## THE VALUE OF ENVIRONMENT RECOGNIZED

That American cities are beginning to wake up to the importance of proper environment is illustrated by a recent contest between 36 cities in the state of Oklahoma to determine after a year's trial which of these cities shall prove to be the best place for rearing children.

A prize of \$2500 has been offered by the Rotary Club of Shawnee to the city that averages the highest. The 10 points of the score which count in winning this competition are as follows:

Facilities for Play and Recreation; Industrial Training Suited to Character Development; General Condition of Schools; Health Conservation; Management of Children Through Interest in Scouting; Safeguarding of Community Morals; Management of Social Affairs; Religious Training; Clubs of Men and Women Rendering Service to Young People; *Housing* Situations with Reference to Family Welfare.

## STREET CARS TO MEET THE HOUSING SHORTAGE

A unique plan for relieving the housing shortage has been adopted by Salem, Mass. Here 70 discarded street cars which otherwise would have been burned up and scrapped for the value of the old metal in them, have been turned into a temporary means



of meeting the housing shortage which exists in that city. For a small sum, in addition to the cost of the lot, persons who desire it can have a discarded street car placed in any position desired on their property. According to a recent statement, nearly a dozen of these cars have been placed in position and the new owners are rapidly making them habitable. Some are having a small cellar built under them while others are having a concrete and wooden subwall put beneath them, while a few are being equipped as all the year round residences. For the most part, the cars will be used as temporary quarters while the new owners are building their permanent houses, or for summer camps. One owner announced that after he has completed his bungalow he plans to use the car as a combination shed and garage.

## THE GARAGE-BUNGALOW

The garage-bungalow has now appeared as a new type of house in Chicago. There, on the south side in the neighborhood of Calumet and South Park Avenue, near 81st and 82nd Streets, 45 bungalows have recently been built, set back at the rear of the lot.

As they now appear, these are ordinary bungalows with all the comforts of modern living, hardwood floors, bathrooms, indirect lighting and the rest. While the bungalows look like ordinary square bungalows, there is an 18-foot steel "I" beam built into them at the rear on the side abutting the alley. The scheme is to use these buildings temporarily as bungalows and then when the owner is ready to build his permanent residence on the front of the lot, the back wall is taken out and large doors are supplied inside, and the structure is thus converted into a garage.

The inventor of this scheme, a Chicago real estate man, has dubbed his new type of house a "Garlow" taking the first part of the term from the word "garage" and the last from the last part of the word "bungalow". The new houses are said to be a great success. Some of them have 5 rooms and some 4. They are selling for \$3400 to \$4150, which includes the lot.

The dangers of this scheme are already apparent. One of the women living in one of these buildings, when interviewed by a reporter said: "We like it so much that when we get our two-



flat building finished on the front of the lot, we will probably stay right here and rent out the apartments." Thus it is apparent that the entering wedge has been found for the much despised rear-tenement to appear once more in our American cities.

## SALE OF GOVERNMENT HOUSING PROJECTS

In a recent issue we referred to the fact that the U. S. Government was disposing of its various war-housing projects. At that time one of the most interesting of those projects, namely, Yorkship Village as well as Harriman Village at Bristol, Pa., was about to be sold.

Now comes news that similarly the interesting development at Wilmington, Delaware, known as Union Park Gardens has also recently been sold at public auction as has the Shipping Board property at Buckman Village near Chester, Pa.

One of the interesting features of these sales of Government property is the steps which the Government has taken to protect the people living in these developments and to give them the preference in every bid, and practically make impossible the buying up of the whole property by speculators for the ultimate purpose of selling the individual buildings at an advanced price to the present tenants. Thus far the Government seems to have been uniformly successful in this policy.

## THE BRICK INDUSTRY TO FINANCE HOME BUILDING

The brick industry is working out a scheme to raise a million dollars to aid home builders and is pushing a new and economical method of bricklaying so a brick home can be built more cheaply. During the past two years brick manufacturers have been working out new methods of using brick so brick homes can be built at low cost. The first development was the Ideal wall—a hollow wall of solid brick—now being used from one end of the country to the other. Due to this new wall, thousands of houses are going up in brick which would otherwise have been built less permanently. Building codes in a hundred cities recognize this lower cost construction—a remarkable record for one year.

A new trowel has just been introduced to further cut brick-work cost. It looks much like a grocer's old-fashioned sugar

scoop and is filled with mortar in the same way. Turned upside down, it is quickly drawn along several feet of the wall, while another man rapidly lays the next course of brick. Oscar F. Mann, the inventor states this trowel can be used to lay the Ideal wall as well as the solid wall. Financial aid and lower cost construction will give a stimulus to brick home building that will be apparent everywhere.

Ralph P. Stoddard, secretary of the Common Brick Association in announcing this plan recently said:

The Common Brick Manufacturers' Association of America plans to make available a fund of a million dollars to aid those who would build for themselves small brick houses. The proposed plan contemplates working through existing financial agencies which make first mortgage loans for construction purposes, so that the million dollar fund spread out over the country would aid a great number of building operations.

The proposed company would offer an outlet to existing financial companies for guaranteed second mortgages on new brick construction. Through this co-operative plan the building and loan or mortgage company in any part of the country could make a more liberal loan to a person who wished to build a brick home, knowing that they could sell at an advantageous rate a second mortgage to the brick financing corporation.

This plan was first proposed at the annual meeting of the Common Brick Manufacturers' Association of America held at St. Louis in early February. It is now under consideration by a committee, which is expected to report at a meeting in May. When the details have been properly worked out the members of the Common Brick Manufacturers' Association will be asked to subscribe for the stock of the corporation, and with funds in hand the company will at once enter into arrangements with mortgage and building and loan companies throughout the country to secure their co-operation in this scheme of encouraging a greater amount of permanent fire-resistive home building.

"It is to the credit of the lumbermen of America that they have interested themselves financially in building and loan and mortgage companies," says Charles H. Bryan, President of the Common Brick Manufacturers' Association of America. "We

find upon investigation that practically all the agencies throughout the country which make construction loans are controlled in some measure by the lumber interests. This is favorable to the lumber business, and it is our aim to make it just as easy for a man to get money to build with if he wants to build a brick house, and we propose to do this by filling in the gap between the cost of the house and the amount of the first mortgage loan. We already have assurance from a great many financial institutions in different parts of the country that they will gladly co-operate with our Association. If the plan is favorably acted upon by the committee who have it under consideration, we hope to have it operative before the end of the year."

## NO NATIONAL HOUSING CONFERENCE

President Harding was recently urged by Senator King of Utah to call a National Housing Conference.

After careful consideration of the present situation by Secretary Hoover of the Department of Commerce to whom President Harding referred the suggestion, the President decided that he would not take the initiative at this time in calling a National Conference on Housing.

In his letter to the President, Secretary Hoover points out that such a conference must necessarily have in view either community action or legislation and goes on to say that the Department of Commerce has in his opinion largely exhausted the possibility of community action.

Secretary Hoover then reviews the efforts made by the Department of Commerce in this direction, which have consisted in bringing about local conferences in over 100 different cities, in which have been gathered together representatives of Chambers of Commerce, labor organizations, building and other trade organizations, bankers, manufacturers of building materials and contractors.

Secretary Hoover states that:

"Through these conferences and through other forms of local initiative a very considerable amount of good has been accomplished, although the results have varied a great deal between cities. Positive plans have been worked out in many



of them and great stimulation to home building has ensued; where they have gone upon the rocks it has been over corrupt conditions of the building trades and over wage questions. This Department in addition to giving every stimulus it properly could to community action has served as a clearing house for information between these local efforts."

As illustrative of the further efforts that have been made and are being made by the Department of Commerce, Secretary Hoover refers to the appointment of the following advisory committees in his Department, viz., 'The General Situation in the Construction Industry; Standardization of Contractors' Specifications; Expansion of Small House Design Bureaus; Simplification of Clay Products; Lighting Fixtures; Lumber; Paint and Varnish.

In addition to these committees there have also been appointed the Committee on Municipal Building Rules of which Ira H. Woolson is Chairman, a similar Committee on Simplification of Plumbing Requirements of which George C. Whipple is Chairman, and the Advisory Committee on Zoning; and finally, the Committee on Construction Industry of which Ernest T. Trigg is Chairman.

On the question of the advisability of holding a National Conference called by the President of the United States, Secretary Hoover has this to say:

"Generally, I have the feeling that a national conference on the housing problem would be likely to split upon prices of materials and wages and in any event, have no power to affect either one. Such questions can be better settled by local conferences such as those already held. I have held generally that we are or should be a country of local community action, and that the province of the federal government was to stimulate and assist local action and to avoid every suggestion of nationalizing these questions. The blockade was due to high levels of materials, wages, railway rates and shortage of home building capital. Prices and wages are slowly receding, efficiency of labor is increasing and the volume of building is gaining.

"There is one problem that has distinctly national character that would certainly fall within Senator King's vision and



upon which national thought could be advanced by conference; that is, the mobilization of finance of home building. We have mobilized the commercial capital of the country through the Federal Reserve Banks. We have mobilized the farm mortgage capital through the Farm Loan Bureau. We are considering mobilizing production capital for the farmers through another organization. The country badly needs mobilization of the home building capital based upon our building and loan associations, insurance companies, and savings banks. We have a sound foundation upon which to build some sort of structure that would cheapen home building capital, give it more mobility to all regions and afford greater security. A conference to consider this problem would be of great value."

### PLUMBERS' BILLS B. C.

An amusing account which is, we fear, apocryphal is published in *Commerce and Finance* of an alleged manuscript purporting to reveal the details of plumbers' charges in far-off Babylon 2,000 to 3,000 years before the Christian era. The account is as follows:

#### A BABYLONIAN LEGEND ON THE BEHEADING OF A PLUMBER

The *Mugheir Manuscript*, published by the American Archaeological Association, containing the so-called Annals of the Assurbanipal, unearthed by the American Commission early in the present century, reveals the details of commercial transactions, and many of the very documents in use by the Babylonians 2,000 to 3,000 years before the Christian era.

One of the most interesting records is the Story of the King's Wrath against the Repairer of Pipes, printed in Chapter 16 of Volume IV. of the Annals. It reads in part:

Then Neriglissar the Repairer of Pipes came into the palace as he had been commanded, and bowed him down before Mero-dach the King.

And Merodach the King bade Neriglissar make whole the pipe wherein it had been broken.

"It is a bad pipe," said Neriglissar, "would that I and not another had laid it in the palace, so it had been better done."

Neriglissar the Repairer of Pipes worked upon the pipe where it had been laid in the wall, and about the third hour he said unto Ashboka, the Chamberlain of the King: "Listen, O right hand of the King. I have not the mallet that I need withal," so he departed and returned to his shop for the mallet.

And he was gone for about two hours, and when he came again to the palace he brought with him the youth Labashi, and Labashi was of the same brotherhood with Neriglissar the Repairer of Pipes.

And Ashboka, the Chamberlain, said unto him, "For what purpose is the youth?"

"For to hold the mallet when I am not using it," said Neriglissar.

On the first day of the month there came to the King's household a writing from Neriglissar the Repairer of Pipes, and there were writ therein the charges of the Repairer of Pipes, and these are the words of the writing:

	Shekels
Gazing upon pipe .....	75
Approaching pipe .....	25
Hammering pipe .....	50
Changing hammers .....	25
Going back for mallet .....	50
Time of Neriglissar the Repairer of Pipes .....	100
Time of Labashi the youth .....	50
Not thought of anywhere else .....	10
	280

When the King read thereon he sent for Neriglissar the Repairer of Pipes and slew him. So there were no more Repairers of Pipes in Mashobam.

A bit of folklore that entertained the Babylonians four or five thousand years ago is indeed "age-old," but having held its own through the forty or fifty intervening centuries is it not by right of seniority entitled to honorable mention in 1922?

## CONCRETE HOUSES—HOW THEY WERE BUILT

This book of 215 pages, published by the Concrete and Cement Age Publishing Co., of Detroit, is a compendium of in-

formation on concrete house construction covering most of the notable buildings of concrete put up in the last five years. Detailed description and pictures are given of all the large concrete housing developments; such as those at Youngstown, Ohio; Donora, Pa.; Phillipsburg, N. J.; MacDonald, Ohio, etc. Working drawings and descriptive details are given in many cases. To the student of concrete as applied to residence construction, this book will be found a mine of valuable information.

It is worthy of note that every man who wishes to build a concrete house feels irresistibly impelled to design some new system or method for doing it instead of following in the footsteps of those who have gone before, and it is somewhat bewildering to the student to find how very many methods there are of erecting the forms for and building the concrete house. Of late there seems to be a tendency, however, to resort to simpler methods, one of which is the use of well made concrete block covered with Portland cement stucco; it is expected that the next few years will show considerable advance in this method of construction.

LESLIE H. ALLEN  
Chicago

## REAL HOMES

Under the title "Real Homes That Buy Themselves", the Southern Pine Association has published a most attractive 36-page pamphlet with types and plans of houses suitable for the average home owner. These plans have been developed largely by Morgan D. E. Hite, the well known architect of New Orleans. The book is dedicated:

To CHILDREN

Who want a yard of their own to play in;

To YOUTHS

Who seek a nook for dreams, and a den for the whole gang;

To MOTHERS

Who crave a real home for all the family;

To FATHERS

Who must pay the bill.

Not content with this fitting successor to its two previous publications, "Homes for Workmen" and "How To Plan, Finance and Build Your Home", the Southern Pine Association has issued a fourth book of similar character under the title of "Modern Homes". The first edition of 10,000 copies was exhausted within 15 days after distribution was begun. A second edition has already been ordered and so heavy has been the demand for the booklet that a third edition of 10,000 copies is soon to be issued. Copies of these booklets can be obtained by addressing the Southern Pine Association at New Orleans.

## THE SMALL HOME

The Architects' Small House Service Bureau of the United States, in the natural course of the development of its scheme of aiding the home builder to build attractive and comfortable houses at a minimum cost, has begun the publication of a monthly service bulletin entitled "The Small Home." Its first issue, that of March, is most attractive in appearance and contains editorial comment, a description of what the Architects' Small House Service Bureau stands for and its method of organization, and a number of most interesting articles on such subjects as "Costly Home Building Mistakes", "Three Essentials in Home Planning", "How To Lessen Home Building Costs", &c. The most valuable feature and the main one of this little bulletin of 40 pages is the series of house plans with photographic illustrations of the exterior from actual houses that have been erected and finished, and which are now occupied.

Every person interested in the development of better homes should avail himself of this little bulletin. It can be obtained at the price of \$1.50 a year. For further information address the Architects' Small House Service Bureau of the U. S., 1200 Second Avenue, South, Minneapolis.

## COMMUNITY BUILDINGS FOR INDUSTRIAL TOWNS

For years employers of labor and chambers of commerce have felt the need of authentic and accurate information with regard to what constitutes the right kind of a community building for the average industrial town.



They have sought information, often without success, from other cities where community buildings have been developed as to How Large Such Buildings Should Be; What Equipment is Necessary for Them; What Outdoor Facilities are Desirable; How the Building Shall be Operated and, After It Has Once Been Built, What Programme of Activities Should Be Developed and How It Should Be Managed.

At last all of these questions have been answered, and answered in the most satisfactory and helpful manner, in a 94-page pamphlet issued by Community Service, 1 Madison Avenue, New York City, entitled "Community Buildings for Industrial Towns". Copies of this pamphlet can be obtained at the above address, price 75 cents a copy.

The National Housing Association, which had a part in stimulating Community Service to undertake the preparation of this pamphlet, takes pleasure in calling the attention of all persons in the United States, especially employers of labor and members of chambers of commerce to this authoritative and helpful pamphlet.

The pamphlet is divided into 4 chapters as follows: Planning the Building, The Operation of the Building, Activities, Examples of Successful Community Houses in Industrial Centers; and is very fully illustrated, both with photographs and plans.

It wisely describes types of community buildings suitable for communities of different sizes, including a small community, a community of 10,000 to 18,000 and a community of 18,000 to 30,000 people.

Under the subject of "Equipment", such subjects are discussed as the Auditorium, the Lounge and other rooms, Gymnasium, Swimming Pools &c. In the chapter on "The Operation of the Building," the important questions of Revenue, Rents, Fees, Profits and Concessions, Membership Dues and Operating Expenses are fully discussed.

Under the heading of "Activities" will be found a discussion of Game Evenings, Motion Pictures, Concerts and Entertainments, Social Dancing, Public Forums and Field Days; and under the latter a programme of Athletic Events for men, women and children.

In a word, the pamphlet is a complete compendium of useful information on the subject of Community Recreation and Social Needs and represents the boiled down experience of the whole country in this field.

## A BIBLIOGRAPHY ON HOUSING

The Municipal Reference Library of New York City, Rebecca B. Rankin, Librarian, has recently compiled a bibliography on housing containing some 500 entries. In an introductory note it is stated that an effort has been made to secure everything of any importance that has been written in English on the subject, and that in this bibliography have been listed the best books, pamphlets and magazine articles that the Library has on file, the purpose being to make the bibliography selective rather than exhaustive.

The subject is treated under the following 9 titles: Bibliographies, General, Construction Statistics, Own-Your-Home Campaigns, Home Ownership, Types of Construction, Co-operative Schemes, Housing Agencies (1) Government Aid; Federal, State and Municipal, (2) Private Enterprise; Civic and Commercial Organizations, Industrial Housing.

## HOUSE PROPERTY AND ITS MANAGEMENT

An old message with new and stirring emphasis has come to us from London in a little book\* "House Property and its Management" which discusses, once again, the part, the methods and teachings of the late Miss Octavia Hill have played in the solving of housing problems. It gives certain papers from Miss Hill's writings that picture vividly what her plan of Management by Women has done in the redemption of slum areas, and in the safeguarding and uplifting of the standards of life in working class dwellings. But the book goes further than this. It carries her plan on into larger fields of development adapting it to the problems that the Government's great housing schemes have brought about in England today.

A very interesting chapter outlines what the qualifications and training of women house property managers should be, standardizing their work and strengthening the plea that local authorities

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\* *George Allen and Unwin, publishers, Ruskin House, 40 Museum Street, London. Price 3 s. 6 d.*

in England should appoint women in their housing departments. An account is also given of the municipal houses in Amsterdam, where the use of women managers has been extremely valuable and successful.

America has been very slow in making use of Management as one means of meeting its housing problems, and we strongly commend this little book to those interested in housing betterment.

In an introduction, Mr. Gibbons, Assistant Secretary of the English Ministry of Health, makes two points of special application to us and to our needs. One, that while it may be "weary years" before there can be extensive demolition and re-building of slum areas, one at least of the keys to the solution of this problem lies in properly qualified management; and the other, that if owners of private property in poor districts would join together and supply trained women managers a great transformation in slum conditions would be effected.

HELEN L. PARRISH  
Philadelphia

## A SEQUOIA AMONG MEN

DANIEL H. BURNHAM

It is seldom that a professional group has made available for it such a rare biography of one of the leaders in its field as Charles Moore's great "Life of Daniel H. Burnham, Architect and Planner of Cities". Seldom also that a biographer has such a subject or that he brings to his task such ability to interpret, as well as to chronicle.

In two beautiful volumes (Houghton, Mifflin & Co., price \$20) one is given an intimate view, not only of one of the leading Town Planners of the world and especially of America, but also of a man of big heart and mind and with imaginative powers of high degree.

It is a book for artists, for men of letters, for the historian, for all who love a man of noble mind. Every student of City Planning, not only in the United States but throughout the world, layman as well as technician, should avail himself of the inspiration of this fascinating biography of one of the great leaders in the building of cities.









# Housing Betterment

JULY, 1922

A Journal of Housing Advance

Issued Quarterly by  
The National Housing Association





# Housing Betterment

105 EAST 22nd STREET, NEW YORK CITY

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## RECENT BOOKS AND REPORTS ON HOUSING AND TOWN-PLANNING\*

### AKRON, OHIO.

Limitations of Heights of Buildings, March, 1922. 15p.  
Akron, City Planning Commission, 1922.

Tentative Zoning Plan for Akron, October, 1921. 22p. illus.  
maps. Akron, City Planning Commission, 1921.

### ATLANTA, GEORGIA.

Atlanta Zone Plan, by Robert H. Whitten. 18p. illus. maps.  
Atlanta, City Planning Commission, 1922.

### ATTLEBORO, MASS.

Report of Housing Analysis of Attleboro, by George H.  
Schwan, 1921. 21p. multigraphed. Attleboro, Chamber of  
Commerce, 1921.

### AUSTRIA.

Austrian Land Settlement Scheme, by Aline S. Atherton-  
Smith. 12p. illus. Friend's Relief Mission.

### BALTIMORE, MARYLAND.

Survey of Housing Conditions, Baltimore, Maryland. Pre-  
pared by a Special Committee created by the Real Estate  
Board of Baltimore and in co-operation with the Police  
Department of Baltimore City. 16p. tables. Baltimore,  
Board of Trade, August, 1921.

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\*This includes material received since September, 1921.

## BOSTON, MASS.

Comprehensive City Plan; report of the City Planning Board, February 22, 1922. 6p. typewritten. Boston, the Board, 1922.

Seventh Annual Report of the City Planning Board for the Year Ending January 31, 1921. 29p. maps. Boston, the Board, 1921.

## BRISTOL, CONN.

Local Survey and City Planning Proposals, by John Nolen. 35p. maps. plans. Cambridge, 1920.

## CALIFORNIA.

State Land Settlement Board. Reprint containing two magazine articles describing the state settlements at Durham and at Delhi. December, 1920. 25p. illus. Sacramento, California State Printing Office, 1920.

## CHICAGO, ILL.

Business and the Chicago Plan—An Appeal to Business Men, by Charles H. Wacker, Chairman of the Chicago Plan Commission. 17p. Chicago, the Commission, 1921.

Chicago, the Great Central Market. A collection of editorials and illustrations from the Field Quality News, a monthly publication. 50p. illus. maps. Chicago, Marshall Field & Co., 1921.

Chicago Plan Commission. Eleventh Annual Report. May 24, 1921. 19p. Chicago, the Commission, 1921.

Chicago Plan Commission. South Water Street Facts, and why the Improvement should go forward without Delay. January 11, 1922. 11p. illus. maps. Chicago, the Commission, 1922.

Housing of Non-Family Women in Chicago. A survey by The Community Trust. 40p. tables. 1921. The Chicago Community Trust, Room 1340, 10 South LaSalle St., Chicago, Ill.

## CLEVELAND, OHIO.

Cleveland Year Book—1921. Edited by Miss Mildred Chadsey, for the Cleveland Foundation. 311p. diagrams. Cleveland, the Foundation, 1921.

The second chapter, written by Mr. Robert H. Whitten, deals with City Planning, Building and Housing.

Tentative Zone Plan, Outline of. 10p. typewritten. Cleveland, City Planning Commission, 1922 (?).

## CLEVELAND HEIGHTS, OHIO.

Report of City Planning and Zoning Committee. Council, City of Cleveland Heights. June 6, 1921. 4p. Cleveland Heights, the Council, 1921.

## DECATUR, ILLINOIS.

The City Practical; Plan made for the City Plan Commission, by M. H. West. 171p. illus. plans. Decatur, Association of Commerce, 1920.

## DISTRICT OF COLUMBIA.

Zoning Regulations. Zoning Commission of the District of Columbia. August 30, 1920. 18p. Washington, the Commission, 1920.

## EAST ORANGE, N. J.

City Plan for East Orange. Technical Advisory Corporation. 80p. maps. New York, the Corporation, 1922.

## ENGLAND.

Birmingham Housing Enquiry on Criticism of Incompetence, Extravagance and Waste. Mr. Talbot's Reply on the Evidence. January 13, 1921. 102p. London, Journal Printing Offices, 1921.

Building Guild, Ltd. Future Forms of Guild Contracts. June 27, 1921. 8p. London, the Guild, 1921.

(The) Building Guild, Its Principles, Objects and Structure. 24p. Price 6d. Cardiff, the Guild, 1920.

Building Research Board. Sand Lime and other Concrete Bricks. 11p. Price 3d. London, Dept. of Scientific and Industrial Research, 1921. (Special Report No. 1).

## ENGLAND.

- Experiments on Floors. 21p. diagrams. Price 1s. 3d. London, Dept. of Scientific and Industrial Research, 1921. (Special Report No. 2).
- The Stability of Thin Walls. 13p. Price 6d. London, Dept. of Scientific and Industrial Research, 1921. (Special Report No. 3).
- The Transmission of Heat and Gases Through, and the Condensation of Moisture on the Surface of Wall Materials. 14p. diagrams. Price 1s. London, Dept. of Scientific and Industrial Research, 1921. (Special Report No. 4).
- Building in Cob and Pisé de Terre. illus. Price 2s. London, Dept. of Scientific and Industrial Research, 1921. (Special Report No. 5).
- A Graphical Cost Analysis of Cottage Building, by W. H. Wainwright. 8p. diagrams. Price 2s. 6d. London, Dept. of Scientific and Industrial Research, 1922. (Special Report No. 6).

Copies of these important reports are to be obtained by addressing the Department of Scientific and Industrial Research, 16 and 18, Old Queen Street, Westminster, London, S. W. 1, England.

Committee Report on Evidence to be given before the Royal Commission on London Government by the London County Council. November 29, 1921. 5p. London, the Council, 1922.

Effect of Zoning on Land Values. Paper read at the meeting of the Town Planning Institute, April 7, 1922, by F. G. Baxendale, with discussion. 15p. London, the Institute, 1922. (v.8, no. 7).

Experimental Cottages, a Report on the Work of the Department at Amesbury, Wiltshire, by W. R. Jaggard, F. R. I. B. A. Dept. of Scientific and Industrial Research. 77p. illus. plans. Price 5s. net. London, the Govt., 1921.

(The) Future of Housing and Town Planning, by W. R. Davidge. A Paper read at the Public Works, Roads and Transport Congress, November 23, 1921. 7p. London, Adlard & Son, 1921.



## ENGLAND.

Garden Cities and Town Planning Association. Provisional Program of International Conference at Olympia. March 14, 15, 16, 1922. 3p. London, the Association, 1921.

House Property and Its Management. Some papers on the methods of Management introduced by Miss Octavia Hill and adapted to Modern Conditions, with an introduction by Dr. I. G. Gibbon, of the British Ministry of Health. 96p. Price 3s. 6d. London, George Allen & Unwin, Ltd., 1921.

Reviewed in *Housing Betterment*, for April, 1922.

Housing Issue of "National Health," v. 14, no. 150. March, 1922. 24p. Price 9d. London, 1922.

Housing of the People, by A. W. Shelton. (in the Transactions of the Manchester Statistical Society, 1918-19. p. 1-22).

Housing, Recent Progress—Post-War Housing Schemes, (Great Britain). tables. (in Municipal Year Book of the United Kingdom, 1922. p. 537-555). London, 1922.

Housing Scheme—Review of Position. Report to the London County Council by the Medical Officer of Health and the Valuer. November 18, 1921. 19p. Price 1s. London, the Council, 1922. (No. 2140).

Manual for the Guidance of County Councils and their Architects in the Equipment of Small Holdings:

Part 1, Planning and Construction of Cottages; Part 2, Planning and Construction of Farm Buildings. Ministry of Agriculture and Fisheries. Ed. 3, revised. 47p. plans. London, the Govt., 1920.

Ministry of Health. Report of the Departmental Committee on the High Cost of Building Working Class Dwellings. 68p. tables. charts. London, the Govt., 1921. (Cmd. 1447).

Ministry of Health. Report of the Sub-Committee of the Housing Advisory Council on Co-operative and Communal Arrangements. May 6, 1921. 6p. Price 2d. net. London, the Govt., 1921.

Minutes of Evidence taken before the Royal Commission on London Government, Part 1. 93p. Price 3s. 6d. net. London, the Govt., 1922.

## ENGLAND.

National Radiator Company. All With One Fire—the Ideal Cookanheat Stove. 12p. Illus.

Neville, Sir Ralph. Some Papers and Addresses on Social Questions. 64p. London, Spottiswoode, Ballantyne & Co., Ltd.

Economic and other aspects of the Garden City movement, discussed in a quotable manner by the late Sir Ralph Neville (Judge of His Majesty's High Court of Justice).

Nottingham Housing Schemes, a Review of the First Two Years' Progress, July, 1919 to July, 1921, by T. C. Howitt. 8op. illus. maps. Nottingham, Forman & Sons, 1921.

Problems of Greater London, by W. R. Davidge. 43p. maps. London, Nichols & Sons, 1922. (Reprint from the January issue of the Journal of the Surveyors' Institution.)

Prospectus of Women's Pioneer Housing, Limited. January, 1921. 3p. London, Women's Printing Society, Ltd., 1921.

Town Planning Institute. Presidential Address of R. A. Reay-Nadin, November 4, 1921. 10p. London, the Institute, 1921. (v.8, no. 2).

———Proceedings of Third Annual Conference at Cambridge, October 7, 8 and 9, 1921. 12p. London, the Institute, 1921. (v.8, no. 1).

Town Planning and Unemployment Emergency Measures. Paper Read at the meeting of the Town Planning Institute, December 9, 1921, by W. R. Davidge, with discussion. 12p. London, the Institute, 1921. (v.8, no. 3).

Town Theory and Practice, by W. R. Lethaby, G. L. Pepler, R. Unwin, Sir T. Chambers and R. L. Reiss. Edited by C. B. Purdom. 139p. illus. Price 5s. London, Benn Bros., 1921.

In this book the type of town that best serves modern conditions in England is discussed in detail, and questions of city-planning, industrial facilities, housing and social life are dealt with in an interesting manner, by well-informed writers.

Zoning. Paper read at the meeting of the Town Planning Institute, January 6, 1922, by George L. Pepler, with discussion. 19p. London, the Institute, 1922. (v.8, no. 4).

## ENGLAND.

Zoning Industrially and in Regard to Public Services. Paper read at the meeting of the Town Planning Institute, March 3, 1922, by W. H. Gaunt, with discussion. 4p. London, the Institute, 1922. (v.8, no. 6).

Zoning Investigations in London. Paper read at the meeting of the Town Planning Institute, February 10, 1922, by J. P. Orr, with discussion. 21p. London, the Institute, 1922. (v.8, no. 5).

Zoning to Secure Amenities. Paper read at the meeting of the Town Planning Institute, March 3, 1922, by Barry Parker, with discussion. 6p. London, the Institute, 1922. (v.8, no. 6).

## FLINT, MICHIGAN.

City Plan of Flint, Michigan, including the Reports of John Nolen and B. J. Arnold as approved by the City Planning Board and accepted by the Common Council. 93 p. illus. plans. Flint, City Planning Board, 1920.

## FRANCE.

*Conseil Général de la Seine.* Report of Speeches in Commemoration of the 25th Anniversary of the *Comité de Patronage des Habitations à Bon Marché*. Supplement to the official municipal bulletin of the city of Paris, January 23, 1922. 5p. Paris, Imprimerie Municipale, 1922.

*Conseil Général de la Seine.* Report on the Work of the *Comité de Patronage des Habitations à Bon Marché* of the Department of the Seine for the year 1921. May, 1922. 86p. Paris, Imprimerie Municipale, 1922.

*Conseil Supérieur des Habitations à Bon Marché.* Report for the year 1920. August 6, 1921. 40p. tables. Paris, Imprimerie des Journaux Officiels, 1921.

*La Crise du Logement.* (The Housing Shortage) by Henri Sellier. 4 vols. 1250p. illus. Paris, *Office Public d'Habitations à Bon Marché* (32 Quai des Celestins), 1921.

Deals at length with the housing shortage and public aid in supplying low-cost houses in the region of Paris. To be reviewed in a later issue of *Housing Betierment*.

## FRANCE.

*L'Armement Social de la Seine-Inferieure.* 1920-21. Extracts from the Report of M. Charles Lallemand, Prefect of the Department of Seine-Inferieure. 200p. illus. Rouen, France, *Conseil Général de la Seine-Inferieure*, 1921.

Nord Railway Company. A lecture on the housing work of the company in the devastated regions. 1921. 24p. type-written.

See "French Railroad Builds Model Towns" in *Housing Betterment*, January, 1922, page 35.

## HAMILTON, OHIO.

City Plan for Hamilton, by Harland Bartholomew. 66p. illus. maps. Hamilton, Chamber of Commerce. 1920.

## ILLINOIS.

Report of the Dailey Committee (appointed under Joint Resolution No. 9) on the Building Industry, June 19, 1921. 8p. Springfield, Illinois State Register, 1921.

## INDIANAPOLIS, IND.

Tentative Rules and Regulations of the Housing Division of the Indiana State Board of Health. November 1, 1921. 4p. (Publication No. 2).

## IOWA.

Iowa Health Bulletin, issue of April, May and June, 1921. 20p. illus. Des Moines, State Board of Health, 1921. (v. 6, no. 2).

Special issue on disease prevention, containing articles on rural sanitation, better housing and the Iowa housing law.

## LONDON, ENGLAND.

London of the Future, edited by Sir Aston Webb. 286p. illus. London, Unwin, 1921.

## LOS ANGELES, CALIF.

Proceedings of the First Regional Planning Conference of Los Angeles County at Pasadena, January 21, 1922. 23p. maps. Los Angeles, the Conference, 1922.

Additional copies of these Proceedings may be obtained by addressing Regional Planning Conference, care of Board of Supervisors, Hall of Records, Los Angeles, Calif.



## LOUISIANA.

Report of the Louisiana State Housing Commission, September 28, 1921. 12p. New Orleans, the Commission, 1921.

## MASSACHUSETTS.

Annual Report of the Division of Housing and Town Planning for the Year ending November 30, 1920. 42p. Boston, Dept. of Public Welfare, 1921. (Public Document No. 103).

Under the consolidation act of 1919 the Massachusetts Homestead Commission was abolished and its functions transferred to the Department of Public Welfare.

Massachusetts City and Town Planning Law. Massachusetts Federation of Planning Boards. August, 1921. 50p. Cambridge, the Federation, 1921. (Bulletin No. 9).

Summary of Housing Inquiry, made by the Mass. State Chamber of Commerce. August-September, 1921. 13 p. multigraphed. (6 Beacon Street, Boston 9).

## MEMPHIS, TENN.

First Annual Report, City Planning Commission. 42p. illus. maps. Memphis, the Commission, 1921.

## NEW ORLEANS, LA.

Southern Pine Association. Real Homes that Buy Themselves. 33p. illus. maps. New Orleans, the Association, 1921.

## NEW YORK, N. Y.

Association to Promote Proper Housing for Girls, Inc. Annual Report. 1921-22. 31p. New York, the Association, 1922.

Competition for Plans of Model Tenements. Announcement. 11p. December 1, 1921. Published by the Merchants' Association of New York, and others.

Housing Conditions of Employed Women in the Borough of Manhattan. A Study made by the Bureau of Social Hygiene with the co-operation of an Advisory Committee. 163p. New York, Bureau of Social Hygiene, Inc., 1922.

Joint Legislative Committee on Housing. (Lockwood Committee). Intermediate Report. 257p. Albany, the State, 1922. (Legislative Document No. 60).

## NEW YORK, N. Y.

Plan of New York and Its Environs. Russell Sage Foundation. 8p. New York, May 10, 1922.

Present Status of Tenement House Regulation and the Dangers which Threaten It, by Lawson Purdy. 12p. New York, Tenement House Committee, 1921.

(The) Tenant and His Landlord, by E. J. Lauer and Victor House. The New York Emergency Housing Laws Annotated. 438p. New York, Baker, Voorhis & Co., 1921.

A compilation of the recent emergency legislation in New York, and of the several hundred interpretative decisions rendered by various courts, together with some historical facts of interest.

## NORTH CAROLINA.

Report by Thomas Adams on Proposed Farm City in Pender County, N. C. January, 1921. 24p. maps. Farm Cities Corporation, 1921. (Publication No. 2).

## ONTARIO, CANADA.

Report *re* Housing for 1921 including Town Planning of the Town of Kapuskasing. Bureau of Municipal Affairs. 27p. maps. tables. diagrams. Toronto, the Govt., 1922.

## PATERSON, N. J.

Zoning, the First Step in Planning Paterson. Final Report of the Commission on Building Districts and Restrictions, by Herbert S. Swan. November 29, 1921. 54p. maps. Paterson, the Commission, 1921.

## POUGHKEEPSIE, N. Y.

Poughkeepsie Plan. 11p. tables. Poughkeepsie Housing Corporation, Chamber of Commerce Building, 57 Market Street, Poughkeepsie, N. Y.

## PROVIDENCE, RHODE ISLAND.

Eighth Annual Report of the City Plan Commission, Providence, R. I., for the Year 1921. 11p. maps. Providence, Oxford Press, 1922.

## SCHUBART, PAULINE W.

Rent Restriction Laws in the United States. 60p. typewritten. New York, 1922.

## SCOTLAND.

Evidence given before the Royal Commission on the Housing of the Industrial Population of Scotland, Rural and Urban. Royal Commission on Housing in Scotland. 4v. London, the Govt., 1921.

Housing: the Growth of State Interest and Control, and what it may lead to (being a lecture delivered before the Royal Philosophical Society of Glasgow, December, 1920), by W. E. Whyte. 35p. Edinburgh, Hodge, 1921.

Housing (Scotland): Report of Committee of Inquiry into the High Cost of Building Working Class Dwellings in Scotland. Scottish Board of Health. 32p. tables. London, the Govt., 1921. (Cmd. 1411).

## SPAIN.

New Spanish Housing Law 1921, explanation in English and French, by the *Instituto de Reformas Sociales*. 8p. Madrid, 1922.

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American Architecture and Town Planning, by Raymond Unwin. 9p. illus. London, 1921. (Reprint from Journal of Royal Institute of British Architects, v. 29, no. 3).

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Contains complete floor plans, elevations, and full description of many types of 3- to 6-room houses, together with much practical information to the prospective home builder.

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(The) Law of Zoning, by Herbert S. Swan. (Supplement to National Municipal Review, v.10, no. 10). 20p. New York, Nat'l. Mun. Review, 1921.

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A complete and attractive presentation of the possibilities in the use of stucco, especially as an aid in remodeling old houses. Reviewed in Housing Betterment, for December, 1921.

Waste In Industry, by the Committee on Elimination of Waste in Industry of the Federated American Engineering Societies. 409p. tables. diagrams. New York, McGraw-Hill, 1921.

Chapter 5 deals with waste in the building industry.

Zoning, by Edward M. Bassett, Counsel of the Zoning Committee of New York, Revised 1922. 30p. New York, National Municipal League, 1922.

A compact but complete handbook of zoning, covering the story of the spread of this movement, the reasons for zoning, the experiences of the various zoned cities, the correct principles and best practice, the legal pitfalls and a selected list of references.

Zoning—A Selected Bibliography, compiled by Miss Theodora Kimball. Preliminary Edition. April 10, 1922. 12p. multigraphed. Washington, Dept. of Commerce, 1922.

The Department of Commerce in response to the needs of over 60 cities in which zoning is in effect, and of over 110 cities which have zoning ordinances in preparation, has just issued this bibliography. It contains critical references to the most important articles on the subject which have appeared in periodicals and books. Special sections are devoted to the arguments for and against zoning, to the legal aspects of zoning, and to such technical matters as the relation of city planning

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to zoning, the different types of districts, and agencies and administration for zoning. Copies may be obtained by application to the Division of Building and Housing, Department of Commerce, Washington, D. C.

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Pithead and Factory Baths, by Edgar L. Chappell and J. A. Lovat-Fraser. 93p. illus. Price 2s. 38 Charles St., Cardiff, Wales, Welsh Housing and Development Association, 1920.

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Worcester—A Progressive City. Preliminary Report of a City Plan, prepared by the Technical Advisory Corporation (New York) under the direction of the Citizens' City Plan Committee. (Published as magazine section of the Worcester Sunday Telegram, June 4, 1922).

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*Le Mouvement Communal*. Monthly Review of City Construction and Administration. Published under the direction of Senator Emile Vinck, at 3 bis, rue de la Regence, Brussels. 15 francs per year. Articles of especial interest appearing this year are as follows:

*Les Associations de Communes* (Law permitting communities to form associations for the common interest), February, 1922; *Les Tablettes Documentaires Municipales* (Necessity of an international center of documentation), February, 1922; The Problem of Housing in America, March, 1922; Temporary Construction during and after the War, April, 1922; Set Back Lines (*Zones de Recul*) and Building Restrictions—Proposed Standard Regulations, May, 1922.

*L'Habitation à Bon Marché*. Monthly Review of Low-Cost Housing. Brussels, 120 Chaussée Saint-Pierre. 15 francs per year, plus postage. Recent articles of especial interest are as follows:

The Housing Shortage in Belgium, October, 1921; The Grouping of Houses, by A. Puissant, December, 1921; The Competition for the *Cité-Jardin* of Schaerbeek, January, 1922; The Fundamental Basis for Housing Hygiene (Solar Orientation), by M. Augustin Rey, March, 1922; The Competition of Seraing, Report, April, 1922.



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Town Planning Institute of Canada. *The Journal*. v.1: no. 6, October, 1921; no. 7, December, 1921; no. 8, February, 1922; no. 9, April, 1922. Published bimonthly. \$2.00 per year. Address Editor, Town Planning Division, Canadian National Parks, Department of the Interior, Ottawa. Recent articles of interest:

The New Town of Lens, Saskatchewan, October, 1921; Montreal Number, December, 1921; Memorial Industrial Village for Disabled Soldiers at Hamilton, Ontario, February, 1922; A Federal District for Ottawa, April, 1922; Planning for Sunlight, April, 1922.

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Garden Cities and Town Planning; a Journal of Housing, Town Planning and Civic Improvement. Monthly. 3 Gray's Inn Place, Gray's Inn, London, W. C. 1. \$3.00 per year. Articles of unusual interest which have appeared in recent months are as follows:

The Value of the Agricultural Belt to Garden Cities, by Thomas Adams, June, 1921; High Dwellings and Sunlight, by H. Stewart, August, 1921; Sunlight in the Cottage, by Barry Parker, October, 1921; The Housing Situation in Vienna, by H. Chapman, December, 1921; Higher London and Zoning, January, 1922; The Finance of Letchworth, by C. B. Purdom, February, 1922; Housing and the Axe, March, 1922; Housing in Moscow, by Dr. J. Guelman, April, 1922; Building Costs, by Lt.-Col. E. N. Mozley (for Great Britain), A. H. Sweys (for Holland), and J. M. Gries (for the United States), May, 1922; How to Get Garden Cities Established Throughout the World, by Sir Theodore Chambers and C. B. Purdom, June, 1922. Other articles are listed elsewhere in these pages.

Town Planning Review. *The Journal of the Department of Civic Design, School of Architecture, University of Liverpool*. Quarterly. University Press, 177 Brownlow Hill, Liverpool, England. 14 shillings per year. Devoted to City Planning in all its aspects. It is possible to list only a few of the important articles which have appeared during the past year:

Rebuilding of Rheims, Sunlight in Streets, Defence of the English Cottage, March, 1921; Arterial Roads of Greater London, Building Heights for Monumental and Commercial Structures, July, 1921; How to Popularize Civic Design, the Salomika Town Planning Act, Town Planning Legislation in South Australia, Town Planning in British Malaya, December, 1921; Housing and Land Settlement in Vienna, Zoning and Use Districts, May, 1922.

## FRANCE.

*La Quinzaine Urbaine.* Supplement to *La Vie Urbaine*, published fortnightly. Paris, Editions Ernest Leroux. 20 francs per year. Contains brief information concerning a wide variety of municipal problems.

*La Vie Urbaine.* Revue devoted to the study of cities as living organisms. Bimonthly. Paris, France, Editions Ernest Leroux. 36 francs per year.

The issue dated December 15, 1921 (No. 11), contains two articles on the housing situation in England; one by M. Henri Sellier, the other by Montagu Harris, and also an account of the housing shortage in Switzerland. In No. 12, dated February 15, 1922, there are articles on municipal housing in Zurich, and the housing shortage in Germany. The latest issue, No. 15, dated April 15, 1922, contains studies of the cities of Besancon and Tours.

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*La Casa.* Organ of the Municipal Office of Housing, of the Institute for Popular Homes and of the Provincial Committee for Housing of Milan. bimonthly. Milan, Palazzo Marino. 28 lire per year.

The issue for January-February, 1922 (v.5, no. 1), contains an article on proposed housing legislation in Italy, and another on skyscrapers. The March-April (1922) issue contains an article on "The Census and the Housing Shortage in Milan" and an illustrated description of the Industrial Village *Giuseppe Frua* in Milan.

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Progress—Official Organ of the Citizens Committee on City Plan. Monthly. no subscription charge. Pittsburgh, 608 First National Bank Building.

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Housing Betterment. A Journal of Housing Advance. Issued quarterly to members by the National Housing Association, 105 East 22nd Street, New York, N. Y.

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(The) Buildings of Manhattan—Aerial Photography (in Journal of American Institute of Architects, p.114-120, April, 1922).

Climbing the Greased Pole—Difficulties in Financing Apartment Houses. (in Journal of American Institute of Architects. p.361-363, November, 1921).

(The) Phelps-Stokes Fund Tenement House Competition (New York City). (in Journal of American Institute of Architects. p.76-82, March, 1922).

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The Stability of Walls. (in the Architects' Journal, London. Part 1. p.694-695, May 10, 1922. Part 2. p.764-765, May 24, 1922. Part 3. p.791, May 31, 1922).

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Architects and City Planning. (in Journal of American Institute of Architects. p.201-202, June, 1922).

Architects and Landscape Architects as Town Planners. (in Journal of American Institute of Architects. p.101-104, April, 1922).

(The) Architect and Social Reconstruction. (in Journal of American Institute of Architects. p.30-31, February, 1922).

Reserving Productive Areas Within and Around Cities. (in the Journal of American Institute of Architects. p.316-319, October, 1921).

Town Planning Terms: The Use of the Word "Zoning." (in Garden Cities and Town Planning, London. p.183-184, August, 1921).

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Important Factors in Building Hollow Walls. (in Permanent Builder. p.13, April, 1922).

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The National Housing Problem—A Symposium. (in the Proceedings, v.48, nos. 2 and 3. p.196-263 and p.476-503; February, March, 1922). Contains the following papers, with discussions:

Broad Economic Phases of the Housing Problem—Lawson Purdy; Housing, Broad Economic Aspects—John M. Gries; The National Housing Problem, Planning and Zoning—J. C. Wagner; The Relation of Zoning to the Housing Problem—B. Antrim Haldeman; City Planning in Relation to the Housing Problem—Charles M. Reppert; Water Supply—H. M. Pirnie; The Basic Principles of Public Sewerage—W. L. Stevenson; Legislation and Financing—Allen Robinson; Legislation and Financing—E. M. Bassett; Legislation and Financing—W. H. Ham; Legislation and Financing—John Ihlder; Property Improvement and Landscaping—C. W. Leavitt; House Design—A. J. Thomas; Planning and Zoning—Morris Knowles; Transportation—E. P. Goodrich.

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Verona: The Plan of the Roman City. (in Garden Cities and Town Planning, London. p.91-96, June, 1922).



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Annual Report of the Department of Housing, Women's Municipal League. (in Women's Municipal League Bulletin. p.14-16, May 12, 1922).

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# Housing Betterment

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## NEW YORK'S REGIONAL PLAN.

The most important happening in the field of Town Planning and Housing in the past decade was the announcement last May of the action taken by the Russell Sage Foundation in appointing a Committee, largely from the membership of its own Board of Trustees, to constitute a Committee on the Plan of New York and Its Environs.

That action was taken more than a year ago but public announcement of it was made only in May at a meeting at which the principal speakers were Robert W. de Forest, Charles D. Norton, Herbert Hoover, John J. Carty, Lilian D. Wald, Elihu Root, Charles Dana Gibson, and Mrs. August Belmont, when the Plan was publicly launched.

As expressed by Mr. de Forest on that occasion:

The purpose of this meeting is to tell those whom we have invited to meet with us this evening what the Russell Sage Foundation is doing to develop a comprehensive regional plan of New York and its vicinity, and to invite their cooperation.

For more than a year the Sage Foundation has given serious consideration to this subject. In doing so it has sought and obtained, confidentially, suggestions and advice from a number of people. It now wishes to broaden the circle of its advisers.

The first question you may instinctively ask is whether it is not a project far beyond the resources of the Foundation. Unquestionably it is, if the Foundation alone is expected to carry this project to fruition. All that the Foundation can wisely do is to outline an initial plan in

reliance on the cooperation of others to perfect it and carry it out.

Another question which may be properly asked is whether any such plan can be carried out without the action of public authorities, city and state, and this question may lead to another as to why some of the public officials, of at least the larger cities concerned, should not be members of any committee on this subject. Unquestionably, no such plan can be carried out except by and through the public authorities, but the Foundation has thought it unfair to these authorities to involve them in a plan at the present time. Ultimately any plan must be presented to these authorities for modification, acceptance or rejection. These authorities to perform their proper functions as representing the people should be left at this initial stage in an absolutely judicial position. They should not be now embarrassed by being asked to take any leading part, nor should the Foundation and its advisers be now embarrassed by any personal or political considerations.

Mr. Charles D. Norton, to whose initiative the launching of this plan is chiefly due and who has thus completed the service he rendered to the country some years ago in similarly starting the great plan of Chicago, a city of which he was then a resident, made the chief presentation on this occasion of the purposes which the Committee had in view and of the problems confronting it and of the methods that were being employed in grappling with this really colossal task.

He said in part:

These "principles of economy" applied to Manhattan Island in 1811 have yielded their logical and disastrous harvest of congestion and confusion in 1922. Embraced by "those large arms of the sea," rigidly bound to a street scheme designed in 1811, Manhattan has leaped into the air; it has tunneled and bridged the rivers; it has thrust out its transportation arms until men and women travel 50 miles to their daily labor in the city; until the great area of which Manhattan is the center is in 1922 the home of no less than nine millions of people. Deep-seated

structural defects leave masses of this population in an environment ill suited for human happiness and welfare. Traffic in existing streets is congested to the point where it places intolerable burdens upon commerce and endangers human life. Although the public, the liberal press, the engineering and artistic professions have repeatedly voiced the need, there exists no comprehensive regional Plan of New York and its wide Environs. Many admirable local plans have been developed, but no inspiring vision of the far future guides us in our present expenditures of money and of civic effort. Without a guiding Plan, what of New York one hundred years hence? Momentous decisions are being constantly made, decisions that are local, piecemeal and unrelated to the larger trends. The time has come for unified planning in the interest of the whole people.

Unhampered by the fears of the Commissioners of 1811, lest their plans become "subject of merriment" if too large an area were included, all of the communities in which people make their homes who gain their daily livelihood in New York, from the New Jersey shore, through Princeton, to West Point, and Bridgeport, and including all of Long Island, will recognize their common interest in comprehensive planning; will share a common wish to make of New York and its Environs a better place in which to work and to live. Precisely as a family rejoices in the development and embellishment of its home, so our citizens and their children's children will watch with deepest satisfaction the gradual development of their fair Estate, of New York and its Environs, in accordance with some cherished Plan.

City Planning requires imagination, it requires vision; it requires a long continuing study of facts, and it costs a substantial sum of money. There is no public treasury which can be drawn upon to create such a Plan, for no one governmental agency has jurisdiction over all of that area which includes portions of three states and many municipalities.

The Trustees of the Russell Sage Foundation, organized for the improvement of social and living conditions

—mindful of the explicit request in Mrs. Sage's deed of gift, that a portion of the income be applied exclusively for the benefit of New York City and vicinity, and desiring to serve the public interest—have made an appropriation which, together with a large number of contributions from interested citizens, will provide a sum sufficient to meet the necessary expense of developing a comprehensive regional Plan of New York and its Environs. They have appointed a Committee consisting of CHARLES D. NORTON, Chairman, ROBERT W. DE FOREST, FREDERIC A. DE LANO, JOHN M. GLENN, DWIGHT W. MORROW and FRANK L. POLK, to organize the work and to that end to co-operate with groups of citizens and public officials in the boroughs, municipalities and local communities throughout the whole area.

But for his untimely death, Alfred T. White, who was actively interested in the project, would have been a member of the Committee.

Avoiding duplication of effort, the Committee propose to approach their difficult problem by first organizing a series of preliminary inquiries with a view to developing and recording those basic facts and fundamental considerations which are requisite to inform public opinion and to guide the future city planners. There will be organized at least four such inquiries, as follows:

1. **ECONOMIC AND INDUSTRIAL:** An analysis of the fundamental reasons for the existence of this great center of industry and commerce, its potentialities and the sound limitations on its future development; an inquiry into economic and occupational activities, those that create populous districts and those that follow population; a study of the land within the area, its use and taxation.

2. **PHYSICAL:** The mapping of existing topographical and other physical conditions, including railway and water transportation, harbor, "free port" and terminal facilities, bridges, ferries, main highways, park and recreation spaces, public and quasi-public buildings, and density and distribution of day and night population; the compiling of existing local schemes for improvement.

3. **LEGAL:** A study of existing law as it controls or



affects a Plan for the area which includes portions of three states; an analysis of the law of zoning, excess condemnation, stabilization of official city maps, shore rights and land under water, and other subjects relating to City Planning.

4. SOCIAL AND LIVING CONDITIONS: Studies designed to bring to the attention of the city planners those factors which have direct bearing upon human values and social welfare, and make for healthful and satisfactory housing and home surroundings, efficient work and wholesome leisure time.

After these inquiries have laid solid foundations upon which to base sound planning, the man, or the group of men, will be found to plan for New York and its Environs as George Washington and Pierre l'Enfant planned for Washington, or Burnham and Bennett and their committees of business men planned for Chicago; to create a Plan which, with wide public participation and approval, shall embody and record the best thought of our engineers, our artists and architects, our public servants, our social workers and economists, and far-seeing business men.

Plans, when sufficiently advanced, will be submitted to the public at large for study and criticism through groups of citizens representative of each community in the great area involved. They will be offered in no arbitrary spirit, but rather in the faith that the public will welcome comprehensive planning, and will endeavor through the proper public authorities and citizen organizations to realize to the utmost, as the decades pass, the social, the industrial, the commercial and the artistic values of this great world capital and port.

The Committee will propose no abnormal expansion of public expenditure. With a wisely conceived Plan public funds which will be expended in any event can be directed into projects of permanent constructive value; without a Plan millions are likely to be wasted in desultory or ill-considered public works.

This project is presented for the first time to this representative conference of public officials, engineers,

architects, artists and other public-spirited citizens, for here it is that we must find the love of order and of beauty, the lofty vision, and the skilled hands which shall depict for a vast population the dramatic and stirring possibilities of the centuries to come.

Herbert Hoover, as he always does, said something of value on this occasion. He said in part:

The enormous losses in human happiness and in money which have resulted from lack of city plans which take into account the conditions of modern life, need little proof. The lack of adequate open spaces, of playgrounds and parks, the congestion of streets, the misery of tenement life and its repercussions upon each new generation, are an untold charge against our American life. Our cities do not produce their full contribution to the sinews of American life and national character. The moral and social issues can only be solved by a new conception of city building.

The great growth of industry since New York was originally planned presents a host of new problems. The cost of distribution of necessities within the boundaries of the city increases each year until today the congestion, the inadequate system of terminals of transportation and commodity distribution generally tax New York with ten or fifteen per cent upon the cost of living above more adequately served centers.

Many of our industries are seasonal. If we are to secure high living standards and to gain in national productivity, these industries must be so interlocked as to give more continuous employment. The fact that New York has at all times the largest proportion of unemployment of any of our cities is due partially to this ill adjustment.

New York is the gateway of Europe into the United States, and the dumping of great hordes of people into our slums is a poor introduction to Americanization.

One part of such a plan must be a realization of each economic group in the community as to its function to

the whole great community of which it is a part. With this in mind, residential districts whose interests center largely around low cost of living and educational and recreational facilities would see their interests in better means of distribution and the development of public utilities. The manufacturing districts must find not only better aligned transportation but coordination to residential areas which can be developed upon human lines.

The survey can help arouse a consciousness of its needs on the part of each community and group within the whole territory. The cooperation of all groups must be enlisted if a workable plan is to be evolved. This is vital in surmounting the legal difficulties in the way of executing such a plan.

The vision of the region around New York as a well planned location of millions of happy homes and a better working center of millions of men and women grasps the imagination. A definite plan for its accomplishment may be only an ideal. But a people without ideals degenerates—one with practical ideals is already upon the road to attain them.

Elihu Root, who never says anything that isn't worth preserving, on this occasion presented the problems confronting the Committee in his usual masterly fashion.

He said in part:

I have come here not to tell you what is going to be done, but simply to express my warm sympathy with the Plan and my great appreciation of the labors and the interest and the devotion of the gentlemen who have undertaken this work.

For fifty-seven years now I have lived on the gridiron like St. Lawrence, on that gridiron laid down upon this island by the commissioners of 1811, who arbitrarily laid out our rectangular streets up and down and across the island without any reference to the topography of the land, and I have seen the city grow from less than a million to its present enormous proportions. It isn't as pleasant a place to live in as it was. With the growth of the city has come great crowding, most uncomfortable

crowding. The conditions under which young men and women get to and from their work in the morning and evening are most disagreeable, hardly decent, and in the business parts of the city it is difficult to get light and air and even steerage way through the streets. It isn't only there; it is in parts of the city where the greater portion of the population live that the conditions are most distressing. I have been in the habit of saying that I do not think one can obtain a virile and dominant race where the children have paving stones between themselves and the earth.

This project is in some degree to ameliorate those conditions for the future. Not only is life in business overcrowded and hampered, but the conditions of distribution make living exceedingly expensive. New York is no place to live for any one with small means. Most extravagant incomes are necessary to enable any one to live here now as well as a person of very small means can live in one of our smaller towns.

We haven't quite succeeded in building a city. Something is wrong about it. The gridiron hasn't worked satisfactorily. It is worth while to try to find out what the trouble is. In the first place, the difference between a very large collection of human beings in a small territory and a small collection of them, between a big city and a small town, is not so much a difference in degree as it is a difference in kind. When you pass from your small town to your big town, you get problems, difficulties, injurious conditions, entirely different in kind from those that exist in the small town and they ought to be dealt with intelligently.

A city is a growth. It is not the result of political decree or control. You may draw all the lines you please between counties and states, a city is a growth responding to forces not at all political, quite disregarding political lines. It is a growth like that of a crystal responding to forces inherent in the atoms that make it up.

And the force from which that growth comes is the force of individual enterprise, based on the desire for movement, the desire for a living, for wealth, for comfort,



for society, all these desires existing in the hearts and acting on the minds of a vast number of units. That is the great force of life; that is the great force of modern civilization, and that is the thing that government can't imitate. That is why the government could not run the railroads. That is why the government can't run the shipping. Because no Congress and no President can imitate or create a substitute for the net result of the infinite number of forces in individual human beings.

Those are the forces that build up a city. The individual human beings, in response to whose urge cities grow, never think about the conditions that are to be created by the bringing together of a great mass of other people like themselves. If we build a house, we build it in what we think is a convenient and a comfortable, pleasant place to have a home. A thousand others, ten thousand, a hundred thousand, all have the same idea, but nobody thinks about the water supply; nobody thinks about the sewerage; nobody thinks what it is going to cost to deliver coal there; nobody thinks how far it is going to be from market; nobody thinks about the multitude of difficulties that are created by a great aggregation of human beings within a small territory. As a result, the growth of the city is without any intelligent thought whatever regarding the great difficulties that a city has to meet.

There is one other quite important influence added to this incessant reaching out for homes, and following the homes with stores, with schools, with hospitals, all without any thought about the fundamental needs of a city; and that is the real estate operator in pursuit of his honorable business. He gets hold of tracts of land here and there which he can map and cut up into blocks and building lots and advertise and sell. He is the man who very largely determines the growth of a city. He isn't thinking about the difficulties the city will meet. He is thinking about the people he can induce to come and buy the lots and build houses on them.

Now, growth can be directed, just as trees can be trained and pruned and made to grow this way or that;

if they are wanted for particular purposes they can be adapted to those purposes. This project is to get an intelligent idea of how the growth of this city in the future may be directed, with common and general judgment about the way in which it is desirable that it should grow, so that it will meet as fully as possible the difficulties that are inseparable from mass human life. I think the project is practicable. I think that the existence of plans known to everybody will give just enough direction to the movement of the multitude of separate impulses to lead the growth along the right lines.

One of the distressing things about this town is that architects have the greatest difficulty in securing immortality through their works. An architect designs a noble building, it is erected, and in a few years somebody comes along and pulls it down to build something else. It is discovered that it was in the wrong place; it wasn't located with reference to any intelligent idea about how the city ought to grow and was going to grow. My heart has often ached to see buildings destroyed which I thought were going to carry down to future generations the names of friends of mine who had designed and erected them.

Now we see the difficulties from the lack of plan in the development of the city in the past hundred years. What these gentlemen are doing now isn't going to make much difference to most of us, but it is going, so far as we help it, to pay our debt to the future; it is going, so far as we help it, to give to the future generations who occupy this great city some good things that they will inherit from us. It isn't only the city, it isn't only the state, it is this great country, for this city is an agency of the whole country. The city exists because it has a great country behind it. It doesn't exist for itself. It lives because it discharges a distinct function for all the people of America. Today it isn't discharging that function creditably. This project when carried out, I think, will enable it to render the service that is expected from it, and in return for which incalculable wealth is poured into it, and

to deserve the dignity and the honor befitting the great Republic for which it is the metropolis.

If this project is supported and developed and made public, if it strikes the imagination of the people and receives the support of the public authorities and of public opinion, we may believe that our children and our children's children will see a great metropolis in which there may be homes where children can see the sun and breathe the air and grow up in strength and beauty, instead of the tenement house life that disgraces our civilization. The people living in the city give up all the beauties of nature, all the wonders of the fields and the forests and the mountain and the sea; but they may see a city where men find life worth living among nobly planned and adequately spaced and harmoniously related streets and open spaces and architectural monuments.

Did it ever occur to you that in the City of New York we never approach anything that is beautiful and noble? We are always going by such things. There are many great and noble buildings, noble works of art, but we are always passing by them. You have to turn your head to see them. In the one city of America that had a plan, in the city for which Washington secured the advantage of that sense of design in which the French are so superior, in the person of L'Enfant, wherever you go you have before your eyes something noble and beautiful. Here the fine things are by-products, they are sideshows.

I hope for our city in the future that the immense increment to human happiness, which comes from the cultivation of tastes, may be gratified and nourished by laying before the people, always, objects that are noble and beautiful, that will ennoble and beautify character, so that the people of this great city will contribute to the character of America not weakness, but strength and vigor.

Frederick P. Keppel, for many years the very successful Dean of Columbia University, during the War Assistant Secretary of War, and recently Secretary of the International Chamber of Commerce with headquarters at Paris, has been

appointed as Secretary and Flavel Shurtleff as Assistant Secretary of the Committee.

Every person in the United States interested in the rational development of our cities will watch with the keenest interest and sympathetic appreciation the progress of this colossal task, which the Committee on Plan of New York and Its Environs has undertaken.

## WHY IS NEW YORK?

If regional and city planning were a matter of highways and civic centers alone, as it is sometimes supposed to be, the task of making a plan for New York and its Environs would be relatively simple. But the Committee, appointed by the Russell Sage Foundation, which has undertaken the formulation of such a plan has a task far more complex than that. Before a physical plan can be worked out, the social and economic factors underlying such a plan must be isolated and correlated. Before even this is possible there must be careful analysis of present living and working conditions throughout the Region, and a painstaking attempt to discover how they have come about and how they are now developing.

## THE ECONOMIC AND INDUSTRIAL INQUIRY.

The economic and industrial inquiry is primarily an attempt to discover the proper relations of activities to areas, so that activities may be rightly localized in the Region as a whole with reference to national and world economy on the one hand, and, on the other hand, that they may be rightly located within the Region with reference to each other.

Some of the work carried on in and about New York tends to bring people here: some of it is done because so many are already here. The first of the various special investigations seeks to discover the economic factors which influence the growth and character of population. Suppose, to take a rather remote example, the Orient and South America are urbanized as the United States is now being urbanized, what will be the effect on American cities and, in particular, on New York? What are the influences which will extend or limit the future population of the region?



Transit facilities have an influence on the distribution and concentration of population which seems obvious but requires careful analysis if planning is to be intelligent, particularly as it affects the relation between the places where people live and those where they work. And what, after all, is the work of New York? How much of it will always be done here? How much could as well or better be done elsewhere? It is important to know why Fifth Avenue and Broadway occupy their distinctive places in the United States, and under what circumstances they will continue to do so, just as it is important to know why 71.5% of all the millinery and lace goods plants of the country are in the metropolitan districts.

Then building construction, public works, congestion, real estate operations, standards of living as affecting residence areas, the economics of the suburbs, the influence of the automobile, the consolidation of towns and like subjects must be studied and their interrelations traced as far as possible, all to the end that the plan for the Region may provide adequately for the work to be done, the housing of workers, and the distribution of their output.

## THE SOCIAL AND LIVING CONDITIONS INQUIRY.

The study of social and living conditions, is, if anything, even broader than the economic inquiry. It must be broken up into such units as health, recreation, housing, and school facilities. For each of these subdivisions a preliminary statement of the problem has been made.

### HEALTH.

Dr. Haven Emerson has summarized the ways in which planning will be affected by considerations of health and medical care. He stresses the need of three studies: first, the bacteriological examination of waters used for bathing, both fresh and salt; for, in spite of abundant evidence of pollution at certain points no exact information of this sort is available; then a thorough study of air pollution, about which, likewise, nothing is known comprehensively; and a survey of all the facilities for health promotion and the care of the sick in the region outside of New York City. Within the city data of

this sort have been compiled very completely by the Academy of Medicine and chapters of the American Red Cross. The goal to be sought is first to know what is available in the way of hospitalization, nursing service, clinical facilities, to recognize the unfilled needs, to see how all these services can be coordinated and finally to determine site requirements.

Since local, state and private health agencies are actively at work gathering pertinent facts for their own use the task of assembling information for the Plan can largely be accomplished through securing their cooperation. This, with the three studies just mentioned, can be commenced at once. Detailed recommendations for health and sickness facilities for the future must wait until the Plan has begun to take shape.

So great has been our advance in the last 30 years in the public safeguarding of health that similar gains in the next generation may be looked for only if we are successful in enlisting the individual—particularly the child in school—in seeking his own health intelligently.

## HOUSING.

In a preliminary study of housing the important task is to get a clear picture of what has been happening over a period of years long enough to indicate trends, so that what is likely to happen can be forecast and then to a degree controlled. It has been found that in New York the records of the Tax and Tenement House Departments, with the Zoning maps, the maps prepared by the Physical Survey and the atlases used by insurance companies give a reasonably adequate basis for discovering the trends of new construction. Data of this sort, checked by rapid inspection tours, are now compiled, ready for further analysis, in the office of the Committee. Similar methods, with such modifications as the smaller towns will need, can be used throughout the region.

There remain questions for the future. What sort of houses best fit the residence zones, and how should they be placed on their respective parcels of land? What does the city dweller in a specified income group get for the money he spends in housing? What does a man in the same group get in the suburban town?

## SCHOOLS.

Similar questions about schools are raised, but the answers are more nearly ready; for, school construction has been in recent years the subject of intensive study and standardization. In the Region of the Plan there are no less than 787 separate units for educational administration, however, and the mere financial limitations found in many of them may make standardization difficult.

In 1920-1921 there were more than 1,500,000 children enrolled in public schools in the Region; school property is valued at more than \$300,000,000; annual expenditures are approaching \$200,000,000. Merely to bring existing facilities to an adequate level and end part-time attendance would, in Dr. George D. Strayer's judgment take \$240,000,000, and over and above that there must be provision for an increase of probably 210,000 in school population in the next 20 years.

To house pupils, Dr. Strayer suggests in general terms, larger and better school buildings, on sites ranging from 5 to 12 acres apiece, with fewer and stronger administrative units. Here again the final recommendations must follow the determination of extent of growth and directions of movement within the region, but there is much to be done at once. The exact relation of school problems with the specific task of the Committee on Regional Plan is still to be determined.

## RECREATION.

If the Plan results in grouping people around their work so that time and nervous energy are not so violently snatched away by the daily journey to and from shop or office, there will be for the first time in the experience of hundreds of thousands of New Yorkers a real opportunity for daily outdoor recreation. In a large sense, therefore, the whole work of the Committee looks toward recreation as its ultimate result. True, parks and playgrounds cannot be located, gymnasiums and community houses cannot be provided for, until the Plan is sufficiently advanced to indicate where people are going to live and in what numbers. But a good many questions need clearing up before the interests of recreation

can be adequately covered in the Plan. They have been formulated by Lee F. Hanmer and C. A. Perry, Director and Associate Director, Department of Recreation, Russell Sage Foundation.

What, for example, is the effect of allowing children to grow up, no matter how near a public playground, without the special experiences of the one-family backyard? And what proportion of the population, being single or childless, can properly be encouraged to seek apartments and leave backyards for the children?

It is vitally important for a neighborhood to feel that it *is* a neighborhood. Among all the districts of every shape and size created by government and social agencies, what is the unit area in which a community feeling—as expressed in a neighborhood association of some sort—most naturally arises and maintains itself? Once this norm is discovered we shall know better how to locate baby clinics and club-houses and Boy Scout troops and churches and a dozen other rallying-points.

Nor should the movie and the bowling-alley be ignored. It would be interesting and useful to discover the actual requirements of typical population groups in the way of commercial facilities for leisure-time enjoyment, and when these are known approximately, the Plan should guide capital to the points where investment in a theatre or a baseball park will be most advantageous to the public and the entrepreneur. Especially must we look forward to a time when it will not be necessary to seek Broadway to secure first-class theatrical entertainment. Broadway should be distributed.

The first announcement of the project for a comprehensive Regional Plan of New York and its Environs was made at the meeting held on May 10. Much progress has been made during the summer in two of the four main divisions of the general inquiry along the lines previously thought out. In the Physical Survey—an inventory of the physical assets and liabilities of the region—in charge of Nelson P. Lewis, plans and drawings have been completed as follows:

#### GENERAL MAPS OF EXISTING CONDITIONS.

1. Sectional maps showing railroads, principal highways, parks and other open spaces in twelve sheets.



### POPULATION.

1. New York and its Environs showing relative population of the several counties and parts of counties.
2. Six maps showing relative densities of population according to United States census of 1850, 1900 and 1920.
3. Three sheets showing population curves, 1790 to 1920, with estimate of population to the year 2,000.
4. Diagram showing population densities in New York and its Environs in comparison with other populous districts.

### HIGHWAYS.

1. Three maps showing trunk line highways and principal improved roads.
2. Theoretical diagram of main highway routes.

### TRANSPORTATION (Rail and Motor Bus).

1. New York and Environs showing Railroads serving the district.
2. New York and Environs showing railroad commuting rates.
3. New York and its Environs showing railroad and highway grade crossings.
4. New York and Environs showing railroad passenger traffic in trains per day.
5. New York City showing subway and elevated rapid transit system.
6. New York City showing areas served by 5¢ rapid transit lines and areas served by surface lines for additional fare.
7. New York City and contiguous territory showing surface transit lines.
8. New York City showing motor bus routes in operation and proposed.

### PARK AND RECREATION FACILITIES.

1. New York and Environs showing parks, cemeteries and other open spaces.
2. Part of the Morris Canal showing its relation to parks, lakes, reservoirs and other areas readily made available for public recreation.
3. Three maps of existing recreation facilities and other areas which could be readily made available for recreation, and principal highways leading to them.
4. Diagram showing parks and open spaces in relation to population.

5. Golf and country club properties as compared with public park areas—Long Island.

#### PORT AND INDUSTRIAL DEVELOPMENT.

1. New York Port Development Plan.
2. New York City and contiguous territory showing areas zoned for industrial use.

#### INCORPORATED PLACES AND ZONED PLACES.

1. New York and Environs showing incorporated places and mapped and zoned areas.

#### SANITATION.

1. New York and Environs showing sources of water supply, sewerage areas and sewage disposal plants.
2. Manhattan and part of the Bronx showing most important points of sewage contamination.

#### AEROPLANE MAPS.

1. Manhattan Island and a portion of the Bronx.

#### LOCATIONS OF PUBLIC BUILDINGS.

1. New York City Hall, Brooklyn Borough Hall, Newark City Hall.
2. Paterson City Hall, Jersey City City Hall, Yonkers City Hall, San Francisco Civic Center.
3. New York County Court House.

Plans and drawings which will be completed in the next six months are:

#### GENERAL MAPS OF EXISTING CONDITIONS.

1. Four large colored maps of the entire Region showing (a) General topographical features (b) Highways (c) Railroads (d) Parks and other open spaces.

#### HIGHWAYS.

1. Traffic census maps.

#### TRANSPORTATION.

1. Railroad time zone maps.

#### RECREATION FACILITIES.

1. Golf and country club properties as compared with public park areas—Westchester and adjoining New York counties.
2. Golf and country club properties as compared with public park areas—in Northern New Jersey.

#### AEROPLANE MAPS.

1. Long Island. Smaller oblique maps of particularly interesting sections of the Region.

#### MISCELLANEOUS.

1. A nuisance or heavy industry map.
2. A map showing the present use of the waterfront, that is, for recreation and for industry.

The Legal Inquiry into such subjects as Zoning, the acquisition of land for public use, the rights of the public to shore front areas, etc., is conducted by Edward M. Bassett and Frank B. Williams.

In the case of the other two divisions—the economic and the social studies—the summer months have been devoted to an attempt to state clearly the problem for investigation.

The Economic and Industrial Survey has been handled by Roswell C. McCrea, Professor of Economics, Columbia University, and Walter W. Stewart, now Director of Analysis and Research, Federal Reserve Board.

The Social Survey has been divided into several units: health, housing, school facilities, and recreation. For each of these subdivisions, a preliminary statement of the problem has been made. Health, Dr. Haven Emerson, Professor of Public Health Administration at the College of Physicians and Surgeons, formerly Health Commissioner of New York; Housing, former Tax Commissioner Lawson Purdy, and W. D. Heydecker of the American City; School Facilities, Professor George D. Strayer of Teachers College, formerly President of the National Education Association, and Professor N. L. Engelhardt; Recreation, Lee F. Hanmer, Director Department of Recreation, Russell Sage Foundation, Clarence A. Perry, Associate Director of the same department, and C. J. Storey. The studies in the social field have been organized by Shelby M. Harrison, Director of the Department of Surveys and Exhibits, Russell Sage Foundation.

Meanwhile, the staff has been engaged in making contacts looking to cooperation with the more important local and national organizations of the region whose activities touch

the field of city planning, and with local city planning bodies already at work in the region under study.

Planning for New York and its Environs twenty, thirty, fifty years hence, is a pressing task today.

FREDERICK P. KEPPEL,  
Sec'y, Plan of New York and Its Environs.

## A NEW GARDEN VILLAGE.

### MARIEMONT.

What promises to be one of the most interesting housing developments in the United States is the new Garden Village of Mariemont on the slopes of the Little Miami River not many miles from Cincinnati, a model town intended to house from 5,000 to 10,000 people and to cost many millions of dollars.

This model village is made possible through the munificence of Mrs. Mary M. Emery, who may perhaps best be described as the Mrs. Russell Sage of Cincinnati, and who now completes her many deeds of public benefaction by this well-thought-out, practical and beneficent plan.

Nothing quite like it has been undertaken heretofore in the United States. The nearest approach to it has been the development of some of the communities where War-housing schemes were carried out, but those were necessarily fragmentary and of a temporary nature.

Here, on the banks of the little Miami River in close proximity to the famous Indian Village site and cemetery built by the Mound Builders ages ago, there will soon arise a complete community built in accordance with modern and scientific principles of city building; for, John Nolen, the Town Planner of national reputation, has been selected as the expert adviser for this scheme and has been associated with Mrs. Emery and her chief adviser, Mr. Charles J. Livingood, from almost the inception of the project.

To Mr. Livingood, Manager of the Emery estate and Mrs. Emery's chief adviser in such matters, a large share of credit is undoubtedly due for bringing this project to practical com-



pletion. Mr. Livingood has for many years been one of the men in the country actively interested in the improvement of housing conditions.

A word may not be amiss about the General Plan. The land, all of which has now been purchased, embraces a tract of about 365 acres, and the General Plan provides for a town with a village green and public buildings, stores and amusements, school sites, playgrounds and parks and complete and attractive housing accommodations for wage-earners of different economic grades. The normal lot sizes for the detached houses that are to be built range from 50 to 80 feet in frontage with a depth of 120 feet. The houses will be provided with all modern conveniences, including electricity and steam heat from a central plant, and adequate provision will be made for the proper maintenance of the property as a completed town.

At a public meeting held in Cincinnati some months ago when for the first time the citizens of Cincinnati learned of this undertaking, John Nolen in explaining it to Mrs. Emery's fellow citizens, described it in part as follows:

"It has been said that out of 100 Americans, 60 are discontented. Three widely separated and independent authorities have set this figure, in amazing and significant statements, as the ratio of unrest in the United States. One investigation was made by an eminent statistician, another by the military forces, and the third by the church. All agreed on the relation of the lack of homes to the present widespread discontent, and all agreed on the need for action.

"No longer are we a nation of home owners. We are mere renters, and therefore drifters and floaters—at least 60% of us. Though it wears many garbs, human nature is a good deal the same. There are certain things that appeal to us all. One of the things which have so appealed ever since people lived in caves, has been the desire on the part of every normal man and women, and certainly every child, for something which they could call home; something which one owned, and which was sacred and precious because it was the abode and visible

symbol of the family, which is the best and most fundamental human institution we know anything about.

"Mariemont is an attempt not only to help the local situation in Cincinnati, but to do it on terms and conditions that can be duplicated wherever initiative, capital and sound planning can be combined to support an enterprise of great public importance, namely, the building of new towns or suburbs, virtually complete communities, providing not only suitable homes, but also schools, recreation, amusement, shops, &c., for people of small means.

"For lovers of mankind this is in many respects, I believe, a dramatic moment. Once more we are to have a significant example of how widespread public welfare follows from persistent, well directed effort.

"In this instance it is your good fortune, and I hasten to congratulate you, that the man who sits modestly here at your board is a citizen of Cincinnati who has dreamed a dream so often and through so long a period, now nearly a decade, that that dream has come true. The dream is to be more real than mere reality, for it is instinct with the life and power of a new and practical idea. Once carried out as it is to be, once demonstrated as an object lesson, this sound plan on this vital and heretofore baffling subject of workmen's homes will not rest with one example. It will not remain alone in Cincinnati, but will spread through the country, bringing relief and blessings in its wake.

"Part of my job as showman is to help you to visualize the plan for Mariemont and to describe and illustrate its chief physical features. To begin with, the site has been well selected for its purpose as an industrial town or suburb. Located on the main line of the Pennsylvania Railroad running into Cincinnati, it is adjacent to Madisonville and Plainville, and only about two miles from Oakley and Norwood, the chief suburban manufacturing centres of Cincinnati. There is also an advantage for the new town in its location on level land on the high bluffs close to the Little Miami River, with admirable opportunity on the bottom lands below for community farms and sewage disposal plant, as well as an industrial section

convenient to the railroads. But Mariemont is not isolated, for it is in close connection with Cincinnati life—the big city's theatres, art museum, high schools, university, parks and business facilities.

"The general street plan is attractive and economical, providing easy access to the main points of interest and convenient circulation through the property. The main streets have been located with direct regard to the thoroughfare system of the Cincinnati district, the street and block plan as a whole being an example of skillful civic design applied to the laying out of a new town.

"The Mariemont general plan provides for a town centre with its village green and public buildings, including Town Hall, library, clubhouse, churches, hotel, community building, theatre, postoffice, bank, stores and public market. Ample provision is also made for schools and playgrounds, athletic field, stadium, gymnasium, tennis courts, varied types of parks, bathhouse, lagoon, field house, park shelter and interesting reservations for the public on the bluffs above the river.

"More important than all are the complete and attractive housing accommodations for wage earners. Even the lots of the smallest group houses are to meet the standards of such English garden cities as Letchworth, Hampstead and Port Sunlight, the density of all the houses of Mariemont being between six and seven families to the acre.

"Group houses, apartments, semi-detached and detached houses are all provided. The normal lot sizes for the detached houses range from 50 feet by 120 feet to 80 feet by 120 feet. All the houses will be carefully designed and be mostly of brick or other permanent building material. They will be provided with all modern conveniences, including electricity and steam heat from a central plant. The initial cost of transportation development, recreation centres, sewage disposal, steam heat and electric light for dwellings and public places will be borne by the Mariemont Company. Adequate provision will be made for the proper maintenance of the property as a complete town or suburb.

"The total area planned is about 365 acres. This includes the main portion of the property, approximately 250 acres, the river bottom land, 70 acres, and the hospital group, 25 acres. There are over 750 house lots, in addition to the pensioners' cottages, with an average of less than seven houses to the acre.

"About one half of the property is in lots, one quarter in public property and one quarter in streets. The streets vary in width from 40 to 80 feet.

"There are over 50 acres in parks alone and more than 70 acres in parks and other public uses.

"Mariemont provides for a population of about 5,000 with an immediately surrounding population using the main center reaching ultimately probably to nearly 10,000 people."

One feature of Mariemont, and in this respect the plan singularly enough follows a similar feature to be found at Hampstead Garden Suburb in England, is the establishment of a "Rest Haven" for aged employees. Here, in a section apart from the main town of Mariemont, will be established a separate model community where there will be created model homes for the men and women of the Emery institutions who have reached the age of retirement. Every want of the pensioners in the matter of living accommodations will be placed at their disposal. Among the special features of *this* community will be a hospital, a community farm building with individual garden plots and an opportunity to live close to the soil.

In developing this farming community the principles of most European villages will be followed instead of the American plan. In Europe, in farming locations, the people live in villages and go out to their farms and fields to do their work, whereas in America each farmer generally lives in close proximity to his work. The age-old European method is to be followed in this new community.

Since the plan of Mariemont was announced excellent progress has been made upon its development, though, as yet, of course no houses have been started. The land, however, has all been acquired and its development is being proceeded with.



Students of housing throughout the world will watch with the greatest interest this latest scheme for improved housing in the United States.

## THE HOUSING OF EMPLOYED WOMEN.

What special adaptation should be made for the housing of women living independent of family life in contrast to the needs of small families? Should such special requirements be met by builders when the shifting and changing of population in our large cities is so frequent and so considerable from decade to decade?

A very new New Yorker looked out on a square in Boston which had retained its outward appearance over a period of fifty years.

"But what delightful old houses these are!" said she.

"Well, not so old as to be historically interesting," said I.

"Oh, yes they are. There's nothing much over fifteen years old in New York" said she!

Well, although domiciled and hailing from Boston, I had been born in New York, if not in Manhattan, and though the old horse omnibus with straw in the bottom and the change in some mysterious department of the driver's back trousers' pocket is no longer extant, I could still find some residential landmarks in New York surviving from forty years ago.

The trouble with the Boston houses referred to and those in New York of the same type is that they are old. They are old in the sense that in certain things they are worn out and in addition they do not meet the needs of the people who are now living in them. And yet in some respects they are better adapted to present uses than our suburban residences would be if they were suddenly required to house a much larger and less well to do population.

There is a great army of women who must live outside the family group in New York and other large cities, yet the number is after all insignificant in comparison with the total needing (and not having) good housing. Is their claim any different from that of the small family? In other words, if

there were the right kind of consideration given to the family living on modest earnings and any adequacy in the provision made, would not the self-maintaining woman be provided for likewise? May it not be better to consider the whole housing problem as one, affected by the same fundamental economic principles?

The main question is, what does the independent woman want? The answer is simple, she wants a home. A few want it spelled H-o-m-e and a few others would like it spelled C-l-u-b, but the real business woman is where she is because she wants eventually, or as soon as she can get it, a place that can be called with a sense of pride "A home of her own making." In this respect she is like every other woman and indeed like every other human being. The only difference between the bachelor and the spinster is that the latter comes so much nearer to being able to care for herself in her own home when she has it. Still, when she works hard and is paid well, she does want a housemaid.

Dr. Katherine Bement Davis has made a very direct contribution to the whole subject of city housing in the report of the Bureau of Social Hygiene on Housing Conditions of Employed Women in the Borough of Manhattan. The significant evidence which the returns she secured produce is the testimony as to how such women want to live. There is much other most valuable material in the report. To some who have been delving in the same field for twenty years it is both illuminating and rewarding. We are rewarded by having our judgment in certain directions confirmed. To those of us who have maintained the importance of Room Registries in our cities, both the facts and the conclusions which Dr. Davis draws will give renewed zeal in our work. We should be helped, however, to see that while we deal with one phase of the administration of a city's housing, we are by no means detached from its general problems of construction, nor yet from the still broader bearing of present day facts upon customary real estate procedure.

In the main, the chief concern of the employed woman is one of adaptation,—she deals with and is part of a process of transition. Further, in spite of a small aspiring group of high earners, the independent woman is ever too close to the

poverty line for comfort. Sad to relate also, the greater her isolation, call it independence if you will, the more must the present means provide for the necessities of the future. A business woman once told me she would contribute a hundred dollars a year for the rest of her working life over and above her insurance and annuities if at the end of that time she could be guaranteed a place to live and be cared for. It is regrettable that so many women who are on their own fail to understand how closely they are still knit into the old fabric which is based on the economics of the family.

The consideration of the New York housing situation to-day, and in somewhat less poignant degree that of other American cities, is extremely interesting in its relation to living quarters for women because first of all high rents and scarcity of decent houses have brought whole new groups of apparently well-to-do people within walking distance, shall we say, of that terrible spectre, the poverty line. Heretofore they have been nurtured in security and in the possibility of running away from the spectre. Some are still doing so successfully, and in automobiles, but there is a question whether of these there may not be a number who, travelling in a circle, may come the faster to the haunts of the demon:—to the place where high rents use up the margin of income that makes for the art of living and well-nigh presses the home out of existence by the narrow quarters which it provides. The majority of employed women over thirty-five are part and parcel of this group. The great need in housing Dr. Davis points out, is for women over thirty earning \$2000. or \$3000. a year. Their housing problem is of the very essence of the situation which further precipitated by the war now affects thousands of families. They are the maiden aunts in it, less often but in increasing numbers they will be the mothers and grandmothers of it, they will be recruited from the sisters and daughters. I am aware that many who are deeply involved in this predicament will not recognize the picture as drawn,—it is a happy faculty given to us that we can overlook most of our troubles. It will be an even happier capacity that enables us to overtop them.

It is evident that city living must be on the basis of some form of combination with numbers of other people. Thus a

considerable part of the youngest women separated from home life through pressure to earn, for education or other less vital reasons have for long been housed dormitory fashion in subsidized houses. Dr. Davis' report shows how this plan breaks down as women become older and need the social protection less but the financial assistance possibly just as much. Nor can the supply of such houses keep pace with the need in New York or Chicago. Elsewhere it is not so difficult.

The second adjustment made in simplest form is the boarding or merely rooming house where one person's rental can be shared with others for a price. The adaptation of single family houses or apartments for the combining of individual remnants of several families is about the most comfortable way of using such property without reconstruction when the rent becomes too high for its original purpose. The numbers of women so housed greatly exceed those in subsidized establishments and it is for them and for men similarly situated that the room registry service of accredited organizations is important.

The third form of combination brings the independent woman back to some semblance of the family form as two or more find housekeeping quarters together. When this goal can be attained results over long periods may be very satisfactory. But this is the point at which the pinch comes today—and sometimes it is a double pinch. Either you can or you can't afford it; it may cost no more than renting a furnished room, and is a real home into the bargain but who to live with may be a serious question and who takes the responsibility? Where to live is still more serious. One woman asks if she should be expected to live on a street that is a nest of prostitutes,—is that the best she can do for her money? Another begs that the real estate speculators' ornamentations of property be left off and the less adorned but no less homelike apartments be available for lower rents. Are such requirements any different from those of the family on the same subsistence level? Whose sons and daughters should be neighbored by vice? Have we not an added force, by the way, in pushing against the use of any housing accommodations for immorality when the scarcity value is so high?

The practical difference between the single woman's house-



hold and that of the family is in the amount of space that she can be comfortable in—she can get along with less. Ought her housing then to be built on a plan especially adapted to her needs? Where shortage for families exists her occupancy of a family apartment may be poor economy. On the other hand, the changing fortunes of dwellings may mean that suites planned for one or two adults become the too limited quarters for a family of children. This point may seem too obvious and too slight a matter for consideration were it not just another side light on the question of the adaptation of the one form of housing to meet the next need of the shifting of population. The awfulness of rooming in the faded grandeur of a ballroom with ghosts of gayety and hilarity about or in the compressed area of a hall bedroom has its counterpart in squeezing your wife and four children fresh from the country into four rooms and bath all told in a model tenement.

The main hope suggested by the information collected by Dr. Davis and her associates is in experiments in cooperation. Two types are described, one the cooperative boarding house with a group of about fifty,—the other a venture in reconstruction with a genuine cooperative organization.

When we do learn to manage our own affairs in the way of housing I hope we shall not forget that however hale or hearty our old age may be there comes a time when it is not exactly remunerative and when the cost of living must necessarily be greater for many women than when they were able to be maid of all work, choreman, milliner, dressmaker, besides breadwinner. The cooperatively owned apartment may be a more lasting provision with some possibility for organizing necessary personal service for one's advancing years. The rooming house is a godsend to elderly men but the elderly woman as a roomer is not so highly valued.

Dr. Davis' report contains a few pertinent remarks about the appalling places for eating within the means of the well paid woman.

There is something to be said after all for home making and the home maker, the woman at home. The organized commercial schemes of living do not replace her. Does it not appear to be the duty of all to see that her place is not jeopardized, to give her house room to recognize her economic con-

tribution as practically of so high a value as to be beyond price? If the real estate dealer and the business woman have to be subsidized, why not the mother?

In conclusion, one reviews these complicated processes of living knowing how impatient suggestions of change are to many in spite of our being in so fast a flux as the world is to-day. A persistent whispering that is not to be wholly denied raises the question as to the real significance of bigger and bigger cities. How happy for instance regions like the Dakotas whose citizens look forward quite cheerfully to a future barren of any Metropolitan area!

ELEANOR H. WOODS,  
Boston.

### CINCINNATI'S ROOM REGISTRY.

In October, 1915, a small group of forward-looking women met to discuss the possibilities of forming a Room Registry Bureau. This group represented three organizations that were vitally interested in the housing of non-family women, the *Young Women's Christian Association*, the *Three Arts Club* and the *Consumers' League of Cincinnati*. The sense of this meeting was that the most urgent need was definite information as to how and where young women live who cannot be accommodated in the organized Homes and who have no friends or relatives in the city. The housemothers of the Homes, which at that time numbered three, repeatedly stated that they constantly turned away applicants. Whether the same girls went the rounds of the Homes or whether there were different applicants at each could not be determined, as no accurate records were kept. What became of these girls? Did they secure rooms with private families or in commercial rooming houses and, if in the latter, what sort of places were they? These were the questions which had to be answered.

As a result of this meeting it was decided (1) to organize a Room Registry Bureau and (2) to have the Bureau, as its initial piece of work, undertake a complete investigation of the rooming house district. The *Consumers' League* offered to house the Bureau and to lend its workers for the proposed

investigation. The *League* has since made the Bureau one of the permanent features of its work.

The rooming house district occupied an area of several miles in the "Basin" of the city. On one side the business district was fast crowding in upon it. Part of it was being invaded by the "red light" district, while on the outskirts factories were beginning to spring up. A rather heterogeneous population inhabited the district. To obtain accurate facts on conditions in the rooming houses it was necessary to make the investigation *incognito*. The investigators called at every house having a furnished room sign and said that they were "room hunting." Wherever there were vacancies they were shown the rooms available and frequently others that were about to be vacated. Vacancies were plentiful that winter as there was much unemployment, which affected the rooming house business considerably. When once the investigators gained admittance they asked to see the baths, toilets and provisions for safety. As nearly all of the rooming houses were at one time private residences, occupied by only one family, fire escapes were almost entirely lacking, although they were required by law for tenements and lodging houses.

A visit to the rooms and an inspection of the premises gave a fairly accurate idea of the cleanliness and sanitary conveniences, while casual conversation with the landlady brought out her views on moral standards. In the course of the inspection, which lasted over 10 weeks, 290 houses were visited and nearly 500 rooms seen. The houses were graded according to cleanliness, furnishings and moral standards. Of the total number visited only 60 were found to meet the requirements of the Bureau. These formed the nucleus for the Room Registry list, although in 47 the rates were prohibitive, thus rendering them practically useless for some time, until rates in general went up. The remaining 230 houses were rejected either because of unsatisfactory physical conditions or because of moral shortcomings or both. With very few exceptions the houses visited had no provisions for the entertainment of guests. In many of the most attractive, lodgers were permitted to entertain their friends of both sexes in their sleeping rooms. In some houses moral flagrancies were openly sanctioned while in others they were tolerated with the

stipulation that lodgers must not be rowdy. Many of these houses, it appeared, were used for assignation purposes. The report on this survey concluded with a number of recommendations, among them the following:

- a. The need for closer supervision over rooming houses through a licensing system.
- b. The need for stricter enforcement of the safety provisions of the Building Code.
- c. The need for periodic inspection by the Board of Health to secure better compliance with sanitary requirements.

It is now nearly 7 years since the Room Registry Bureau has been in the field. During that time it has served 9353 individuals. It has branched out considerably, adding many new houses to its list and now having a total of 327. It has also ceased to be a Bureau for women exclusively and now serves men as well, although recognizing the importance of paying particular attention to the needs of women and young girls. It has, since the first inspection, frequently revisited the houses on its list as well as those formerly rejected. Many of them change owners so rapidly that it becomes a difficult matter to keep the inspection up-to-date. In the spring of 1922, the increasing shortage of downtown rooming houses for which there is a great demand, led to a very thorough reinvestigation of the entire district in the hope of finding additional houses to list. The actual number added as a result of this survey was negligible. Some that could be listed refused to take women. Others had a permanent clientele and rarely had vacancies.

Three facts were, however, brought to light by this investigation which fully justified the effort and which are exceedingly encouraging. In the first place, the general tone of the district has greatly improved. A much higher type of woman is now found in the rooming house business, which necessarily reacts on the houses. Many of those previously rejected for one reason or another had changed hands and had profited by the change. Few places were seen that were actually dirty. A number were still shabby and unattractive. But when landladies are required to do all of the inside repairing, as they are by the terms of their leases, they have very little left for



painting and papering. Nor can they expend much on periodic refurnishing, which is absolutely necessary to keep a house attractive, as the wear and tear on furnished rooms is enormous.

Secondly, the very large number of questionable rooming houses found in the past has been considerably reduced. And this notwithstanding the fact that the city's "red light" district, which formerly adjoined the rooming house district, had been abolished several years ago.

Lastly, fire escapes, found only in rare instances when the original investigation was made, were recently built on a large number of houses, while on others orders for their erection were placed. The absence of fire escapes on houses three stories high and over had been repeatedly brought to the attention of the Building Commissioner since 1915. The results recently noted were, therefore, very gratifying.

That much of this improvement is due to the standards set by the Bureau cannot be doubted. Until the Bureau was organized no one paid much attention to rooming houses. Being intruders in the once fashionable residence district they were looked upon rather with disfavor. That the proper kind of rooming house had a distinct place in the community was pointed out by the Room Registry Bureau. From time to time its work was given wide publicity in the press. This and the fact that it always managed to keep the rooms in the better class of houses filled encouraged a higher grade of women to open rooming houses. And the fact that it constantly reported questionable places to the police authorities decided a great many of them to go out of the business. As one woman, who had turned respectable expressed it, "It doesn't pay in the long run."

From its many years of experience the Bureau feels safe in saying that the need for Room Registry work is increasing. In the past few years the rooming house population has been considerably augmented by reason of the housing shortage and prohibitive rentals. A much better type of person is now living in furnished rooms. Young couples, unable to fit up flats, are continually applying for light housekeeping apartments. The work is gradually gaining in importance throughout the country. Bureaus have been opened in many cities under various auspices, primarily under those of the *Young*

*Women's Christian Association.* And wherever they exist they have an opportunity for rendering a unique service to their communities, especially in the matter of guiding the young girl to suitable living quarters. For, after all, it is the young girl that is the chief care of the Bureau.

There is great need at present for constructive effort with the landlady, the most vital factor in the rooming house business. There is also need for standardizing the work of Room Registries. But the greatest immediate need is the enlightenment of the public as to their potential possibilities. In order to get adequate support for bureaus already established and to expand the work, an intelligent understanding of that work is necessary. This can be accomplished only through systematic publicity. Since there is at present no national organization to give this work nation-wide publicity, whatever is to be achieved in that direction will have to be done by the individual bureaus in their respective communities.

The work is still in its infancy. Whether it will develop and reach a healthy maturity or whether it will die before its youthful promises are realized, will depend largely upon the degree of public understanding and support that will be given this newest venture in the field of social endeavor.

ANNETTE MANN

Exec. Sec'y, Consumers' League of Cincinnati.

## ROOM REGISTRY CONFERENCE.

The Association to Promote Better Housing for Girls held an interesting conference in New York recently at which there were discussed problems connected with Room Registries, including such questions as Office Standards, Investigation Standards, the Definition of a Room Registry, &c. One of the interesting sessions of this conference was that of the girls themselves who live in buildings of this kind and to meet whose needs the Association was organized.

## GOOD MANAGEMENT PAYS.

All students of improved housing should obtain a copy of the 26th Annual Report of the President of the City and Suburban Homes Company of New York, Mr. R. Fulton Cut-

ting. This pioneer organization for improved housing involving an investment of nearly \$8,000,000, continues to render a real public service to the people of New York and to the cause of housing throughout the country in providing well designed and well managed living accommodations at reasonable rentals to about 3,000 families.

Mr. Cutting's report contains much of interest to students of improved housing. Notwithstanding the large number of people housed in their properties, the losses through uncollectable arrears during the year was but \$86.85 and the average loss from this cause during the past 5 years has been almost the same, viz., \$85.33, or less than one-one hundredth of one percent. The losses from vacancies during the past year were \$4.60. As Mr. Cutting very appropriately points out:

These remarkable results are largely due to the efficiency shown by women collectors and superintendents.

Interesting facts with reference to the tenure of occupancy as indicative of the goodwill and contentment on the part of the tenants, and presumably the treatment they receive from the management, are found in the fact that 485 families have occupied their present rooms for periods ranging from 10 to 25 years and 1333 families have remained as tenants of the properties for more than 5 years. During the past year the average rent per room charged tenants was \$8.50 per month.

That improved housing plays an important part in the health of the nation is strikingly evidenced by the figures presented with regard to the death rate in the company's houses. While the death rate for the Borough of Manhattan during the year 1921, was 12.94 per thousand, that in the buildings owned by the company was slightly less than 7 per thousand.

The company has continued, as in past years, to pay an annual dividend of  $4\frac{1}{2}\%$ , a return on the capital to which it voluntarily limited itself when the company was organized 26 years ago.

The report in question contains much other interesting information with reference to the number of apartments, presence of baths, the nationality of tenants, their occupations, length of tenancy, &c.

## THE COST OF TAX EXEMPTION.

In recent issues we have reported the satisfactory working of the New York Tax Exemption Law in New York City and its effect in stimulating the construction of new dwellings of various kinds.

Recently the President of the Tax Board of New York issued a public statement showing the amount saved through such tax exemptions to the builders of 13,531 dwellings which have benefited by the scheme under the first year of its operation and also the loss in taxes to the City of New York thereby.

According to this statement, 10,200 1-family houses, 3019 2-family houses and 312 multi-family houses benefited by this plan. The loss to the city in taxes and the corresponding saving to the builders of these houses is said to be \$2,294,881. The assessed valuation exempted totalled the enormous sum of \$83,450,240 of which \$59,108,840 was on one and two-family houses and \$24,341,400 on apartment houses. As tax exemption will be in force for 9 years more it is pointed out that this scheme will cost the city at least \$22,948,816 in taxes for this period, not including the additional exemptions which will be granted during the present year because of the extension of the Act.

These statements of loss to the city through loss of taxes are somewhat misleading, as it should be borne in mind that if this exemption scheme had not been carried into effect, most of the buildings in question would probably not have been erected and therefore the city would have received no revenue in the form of taxes from them, as no city has yet come to the policy of taxing non-existent buildings.

There was always difference of opinion as to the wisdom of some of the details of New York's tax exemption ordinance, many people holding the view that such exemption should have been limited to dwellings erected for the lower paid elements of the population. This was not done, however.

Some of the individual experiences cited are interesting as showing the very material savings secured through this scheme. The largest exemption granted was in the Borough of Manhattan on a big apartment house erected at Broadway



between 97th and 98th Streets, where an exemption of \$719,000 was allowed on a total assessed value of \$2,750,000. In the Bronx one apartment house received an exemption of \$400,000. In Brooklyn another apartment house received an exemption of \$340,000 on a valuation of \$735,700 and in the Borough of Queens a new apartment at Forest Hills received an exemption of \$279,000 on a valuation of \$500,000.

When one reflects upon the location of these high class apartment houses and the character of the people who will undoubtedly occupy them it would seem as if the New York Tax Exemption Law had gone too far and was benefiting a few individuals at the expense of the general taxpayer.

The latest community to avail itself of the New York State Enabling Act permitting the granting of such tax exemptions is the village of Ballston Spa, where the board of trustees last July adopted a resolution exempting from taxation for a period of 10 years new dwellings constructed prior to April first, 1923 and completed within two years from that time. In order to obtain this tax exemption such buildings must be used exclusively for dwelling purposes with the exception of 4-story buildings which must be used as dwellings above the first floor.

The effect of the New York City Tax Exemption ordinance has recently been admirably summed up in a report by an investigator of the U. S. Department of Labor as follows:

To sum up the situation, then, the tax-exemption provision has not solved the housing problem of New York, it has not brought down rents to a point within reach of the average workingman, and it has not been as successful as was hoped in promoting the building of individual homes by people of moderate means. On the other hand, it has given a tremendous impetus to housing work in New York City; it has apparently had some effect in increasing home ownership and in stimulating the building of one and two family dwellings where land is not too dear for such structures; it has greatly increased the taxable value of land, which is not included in the exemption; and it has prevented labor troubles and kept a large body of workers in steady employment through a time of industrial depression and general dullness. It is

too soon to form a final opinion of the wisdom of the exemption, but it is significant that New York is making a strong effort to secure an extension of the period within which buildings commenced may share in the exemption, and that other cities are beginning to urge the plan as a means of promoting housing work.

## THAT TROUBLESOME SECOND MORTGAGE.

For years students of housing finance have concerned themselves with trying to find some easy method of providing the second mortgage. There has generally been no difficulty in placing a first mortgage upon a small dwelling but securing the second mortgage at reasonable rates has, as a rule, given trouble. Now comes the formation of the Home Financing Corporation through the efforts of Samuel E. Reep of Minneapolis, organized for the distinct purpose of providing second mortgages for the financing of homes. As stated in a recent article by Mr. Reep, the fundamental idea and purpose of the Home Financing Corporation is to stimulate home ownership. He adds that:

The greatest obstacle to home ownership is in the financing of homes. In Minneapolis we have good facilities for placing first mortgages up to about one-half of the value of the property, but beyond that amount the bonuses which must be paid vary from 10 to 25%. The great need, therefore, is to finance homes above the first mortgage on reasonable terms.

Our plan is to finance up to 80% of the cash value of the home, holding the title in trust and selling back on contract for deed. The monthly payments are at the rate of complete payment in at least 140 months. Since at the end of 5 years the loan will be reduced to less than one-half of the value of the property the entire amount becomes due and payable at that time and the applicant can refinance himself easily on first mortgage at the lowest rates. Thus we tide him over the period when he has to pay the large bonuses. We charge the regular real estate board commission rates for loans, and the rate of

interest is one-half of one per cent above the conservative first mortgage rate.

There are two ways of refinancing ourselves. First, by placing first mortgages against these properties up to about one-half their value, and second by using the contracts as security for bond issues. I might say that we finance homes already built as well as homes to be built.

We seldom loan to exceed \$5,000 on any home. The average loan is about \$3,500 and the average amount loaned is about 70% of the value of the property. Some need the full 80%, while others need much less. When the applicant wants only 40 to 50% of the value of the property, we inform him that he can get it a little cheaper at one of the regular first mortgage companies.

We have never begun foreclosure proceedings against any of our borrowers, and we have only about 4 or 5 who are slightly in arrears because of accident or sickness, but all of these will be made up in the near future.

The corporation is on a 5% dividend paying basis. It has over 10% reserve fund and the July first dividend was more than made during the first four, and poorest months of the year. . . .

We find it very easy to place our mortgages by paying a commission therefor, but we do not feel that an organization like the Home Financing Corporation should be compelled to pay commissions if it is possible in any way to have direct access to funds. We have written to a number of insurance companies seeking to become their correspondents, but found that most of them already had correspondents in the Twin Cities.

We therefore conceived the plan of going direct to the people for the money by organizing a Home Building and Loan Association, under the laws of the state of Minnesota. Through the building and loan association we can accumulate the savings of the people in the financing of homes. The Government favors such associations through exemption from incorporation, income and local monies and credits taxes. The savings of the people when invested in such associations is all spent locally, giving labor to the workers and business to all lines of business.

The Home Financing Corporation and the Home Building and Loan Association will be under the same management and will work hand in hand in supplying money for the prospective home owner.

The Building and Loan Association will accept loans on the monthly installment plan up to 60% of their cash value. This should be the maximum so as to merit the highest degree of confidence for the safety of the funds deposited with the Association. The Home Financing Corporation being entirely a private institution can finance up to 80% of the cash value of the property on a monthly installment plan and carry the loan until it is reduced to 60% when it will be placed in the building and loan association. The corporation's funds are thereby released for further use.

A second mortgage company for the purpose of financing homes, must, in my judgment embody in general the foregoing principles of organization and administration.

I might add as a conclusion that the civic idea of service is the foundation upon which, in time, the largest business structure can be built and which in the end will prove to bring the largest dividends. It is not the man who charges the most who eventually wins, but he eventually wins most who serves most.

A somewhat similar enterprise is that established in Utica, N. Y., by **one of the large lumber** dealers of that city who has formed a company known as the Utica Home Mortgage Company, one of the chief purposes of which has been to protect purchasers and owners of homes from excessive charges that are made in negotiating second mortgages.

This company purchases second mortgages to bridge the gap between the first mortgage already secured and the cash payment of 20% required to be made by the purchaser. For example, a \$7,000 purchase may be financed as follows:

1st mortgage .....	\$3,500
2nd mortgage .....	2,100
20% cash payment required.....	1,400
	<hr/>
	\$7,000

The policy is not to deal directly, in the first instance, with



the borrower, but to lend assistance by buying mortgages already placed upon improved real property.

The experience of the mortgage company is that the home owners will more than meet the actual requirements of the terms of their mortgages and that many of them are paid long before they are due. But even if the minimum requirement of 2% of principal per month and the whole in three years is met, that gives a very substantial turnover of the money, which cannot fail to yield an attractive income to the stockholders.

### CONGRESSMEN ARE RENTERS TOO.

An interesting sidelight on the almost universal demand for the control of rents throughout the country is found in a recent dispatch from Washington calling attention to the fact that the Washington Rent Commission under authority of the Ball Rent Act which has had so much opposition from local real estate interests, has recently made substantial reductions in the rent of nearly all of the 400 apartments of one of Washington's high-class apartment houses in which a number of members of Congress and other prominent men in the District have their homes, the decreases averaging from \$10 to \$20 a month each and totalling an annual rent decrease of about \$6,000.

So long as Congressmen and other members of legislative bodies suffer from the evils of high rents in common with the rest of suffering humanity, it is likely that legislation controlling rents will be continued on the statute books. The Ball Rent Act which has been the subject of so much discussion in Washington, has had its operation extended well into next year.

How widespread the desire is, on the part of tenants, to protect themselves against exorbitant rents, and that this is not in any sense limited to the "poor", is evidenced by a recent law-suit in New York City where the tenants of one of Park Avenue's most fashionable apartment houses who have been paying a rent of \$6400 a year for 12 rooms and 3 baths, have had recourse to the courts claiming the protection of the rent laws when the landlord proposed to increase this rental to \$9200 a year, an increase of over 43%.

## A PRAYER FOR LANDLORDS.

From the "Primer, or Book of Private Prayer, Needful to be used of all Christians, Authorized and set forth by order of King Edward VI." (1553).

"The earth is Thine, O Lord, and all that is contained therein; notwithstanding Thou hast given the possession thereof unto the children of men, to pass over the time of their short pilgrimage in this vale of misery.

"We heartily pray Thee to send Thy Holy Spirit into the hearts of them that possess the grounds, pastures and dwelling places of the earth, that they, remembering themselves to be Thy tenants, may not rack and stretch out the rents of their houses and lands, nor yet take unreasonable fines and incomes, after the manner of covetous worldlings, but may so let them out to others that the inhabitants thereof may both be able to pay the rents and also honestly to live, to nourish their families and to relieve the poor.

"Give them grace also to consider that they are but strangers and pilgrims in this world, having here no dwelling place, but seeking one to come; that they, remembering the short continuance of their life, may be content with that that is sufficient, and not join house to house, nor couple land to land, to the impoverishment of others, but may so behave themselves in letting out their tenements, lands and pastures, that after this life they may be received into everlasting dwelling-places: through Jesus Christ our Lord. Amen.

## HOMES OR KITCHENETTES.

Fred G. Smith, Realtor of Minneapolis, and for a number of years chairman of the Housing Committee of the National Association of Real Estate Boards and one of the leading advocates in the United States of improved housing, has contributed recently to the literature of housing a most interesting and valuable discussion of the much prized and much despised kitchenette under the title of "The Why and Wherefore of the Kitchenette". Mr. Smith traces the origin of the kitchenette to California, where, as he says:

The influx of guests made it necessary for Southern California, used in a broad way but narrowed to the City of Los Angeles and suburbs lying outside its periphery, to create a place to house its guests, a place where work would be light and living carried on at the minimum of expense; where the troublesome problem of household help would be solved and at least a semblance of the home which they had left, could be enjoyed with some degree of privacy. This led to the sleight-of-hand kitchenette and instead of tucking in the bed clothing as had been done for years, they tucked in the bed also, and the whole arrangement filled a long felt want and one for which it was designed.

As these sojourners returned to their Eastern homes with the tale of perhaps their first long vacation trip, their neighbors asked them where they lived and many times the answer was "We rented the cutest little flat of two rooms, with disappearing beds, a bathroom and a little kitchen all furnished, bought most of our food at a delicatessen and had our meals 'at home'." This seed, sown in California, in Portland, Oregon, and Seattle, Wash., spread like horse-radish root into the Middle West, then farther East until within a decade it was only limited by the Atlantic Ocean.

It must not be inferred that this form of dwelling does not meet demands in other communities, because many families live in kitchenette apartments very properly, but nevertheless it is the residence of a sojourner. Inability to finance the desire for a home, the uncertainty

of a permanent location, or livelihood, especially in our more congested communities makes tenancy a necessity.

\* \* \* \* \*

But I contend that the kitchenette does not belong to the family of dwellings in Class A of a Housing Code. It belongs to Class B which includes the hotel. We have an excellent example in Minneapolis—a fireproof structure covering land 160 x 300 feet, 10 stories high, containing 1000 rooms and housing over 1500 people. An excellently appointed hostelry it is; with its large enclosed veranda, enormous reception and lounge rooms, billiard room, barber shop and hair-dressing rooms, its delicatessen, where they stand in line in order to be served provisions for one meal in paper bags.

Rooms are rented by the day, week or month, furnished and unfurnished, with service or without. You may take your meals in the public dining room or prepare them over your little gas stove in your own space, but you must not cook odoriferous vegetables under penalty of eviction.

Think of it, never being able to cook a New England dinner or rub garlic on your salad bowl, or serve Liederkranz cheese and crackers with a bottle of near but very far beer in your own home. Is there much difference between this plan of living and hotel life? Other kitchenette apartments are all substitutes of this type and as they become older they are either furnished and rented by the week or attract a less and less desirable class of occupants.

Light housekeeping it is, but not quite so light as in the congested districts of our largest cities where at high rentals the same mode of living is carried on by entirely respectable people who are compelled to use the lavatory as a sink, the bath tub as a refrigerator and put the gas plate over the bath tub to prepare the simple but delectable breakfast and lunch, the exact necessities for which are obtained before each meal from the nearby delicatessen.

Now here is where a Housing Code should become a force. The spreading of these types of dwellings was so fast that restrictions in city ordinances did not keep up with its growth, in spite of the protest of housing re-



formers. The builder did not care so long as the building produced an income which would permit him to sell or exchange it at a handsome profit. One of our most astute operators in this class of buildings states that it does not pay to own a kitchenette apartment building but does pay to build them and sell them. He has made a lot of money.

\* \* \* \* \*

He would be a foolish investor today who did not meet the popular demand for a two- three- and four-room apartment building, where plenty of God's free air and sunlight can filter into all rooms and clarify and disinfect them. More space where you can feel freer, and have a better chance to broaden your existence.

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The kitchenette has come to stay. As an investment much depends upon its planning and as much more upon its up-keep. A part and a fair part of the rents must be returned to the building for its up-keep or it will fast go into the discard and be supplanted by another of similar type. But no matter how respectable it may be it is an abandonment of those vitalizing principles of which the owned detached home is ever the symbol and supply, politically it does not Americanize foreigners or Americans; it retards progeny; it makes lazy women and care-free men, both of whom seek the allurements of outside attractions or diversion with nothing to build their life around.

After a while the heart speaks, the emotions assert themselves and what is termed the soul by some students demands that those natural pleasures of home life shall be enjoyed instead of the fantastical enjoyment of complex apartment life. The desire for a home with its garden of flowers and vegetables, the decorative bushes, the verdure of the evergreens, and the turf where children can play asserts itself. Magazines are examined picturing the bungalow, which is also a California development of the houses of India, with an essence of Japan and touches of the Swiss chalet; plans are drawn and in imagination a family is pictured sitting around the glowing fire which throws its wavering light over the room, as the other

lights are dimmed. The mother sings to a sleepy babe nestling upon her bosom, "Go Tell Aunt Namby," as every other mother has lullabied her baby to sleep with; the New England dinner is boiled and odoriferous dishes are prepared. Opportunity and thrift have opened the door and a joyous family occupies a HOME, that magnet of contentment which at once is the joy of the mother and the goal to which the father turns his ambitions.

## IMPROVED HOUSING ENTERPRISES.

One of the crying needs in the housing movement which the *National Housing Association* has recognized for many years has been a carefully digested compilation, based upon first hand observation, of the various improved housing enterprises that have sprung up throughout the country. The files of the National Housing Association show 1011 such enterprises listed on their records but it has never been possible, owing to limited financial resources, to make the kind of first hand intensive study of this kind that should be made.

Considerable interesting information with reference to a number of these projects has been furnished by means of an inquiry made through the Policyholders Service Bureau (Group Insurance Division) of the Metropolitan Life Insurance Company which sent out a questionnaire about two years ago to a number of various housing corporations in different sections of the country asking for information regarding their activities and method of operation and covering the following points:

Date of Organization; Officers; Capitalization; The type, size, materials, number and cost of houses erected and contemplated; Terms of sale to employees; General Results.

The results of this inquiry have recently been made available in a report on this subject issued by the Metropolitan. The chief advantage of this report is that the information with regard to a selected number of housing corporations is on a comparable basis.

Among the organizations included in this study are the following:

Akron Home Owners' Investment Company, Akron, O.; Armstrong Development Company, Lancaster, Pa.; Auburn Housing Company, Auburn, Me.; General Motors Corporation, Pontiac, and Flint, Mich.; Kenosha Homes Company, Kenosha, Wis.; Lancaster Home Builders' Association, Lancaster, Pa.; Lockport Homes Company, Lockport, N. Y.; Marysville Land Company, Marysville, Mich.; Milton Housing Company, Milton, Pa.; Milwaukee Association of Commerce, Milwaukee; Morgantown Housing Corporation, Morgantown, N. C.; Riverdale Village, Rome, N. Y.; The Shenango Valley Housing Corporation, Sharon, Pa.; Wichita Housing Corporation, Wichita Falls, Tex.; Worcester Housing Corporation, Worcester, Mass.

## CONSIDERING THE HIRED MAN.

Rural housing is finally coming into its own. Heretofore the problems of urban housing have been so pressing that little or no attention has been given to the almost equally important subject of rural housing. This neglect of the great farming class is now being overcome and if the plans of the Agricultural College of Ohio State University are carried out life on the farm will in a short time be as attractive as life in the great cities. A model farm house built of concrete blocks and finished with stucco with a fireproof roof has been designed by the Extension Division of the Agricultural College of the Ohio State University. It is said to represent the best modern thought in the planning and arranging of an American farm house.

Besides avoiding the usual dangers of the ordinary frame farm house through fire-resistive construction, this farm house contains a number of novel ideas. One of these is provision for taking care of the farm hands at meal time, a separate special entrance and washroom being provided for them in the cellar where they can change their clothing and clean up before entering the dining room to sit with the family at meals, that inalienable prerogative of the American hired man.

## EDUCATING THE PUBLIC.

One of the interesting pieces of work which the new Secretary of the New Jersey Board of Tenement House Supervision, Mr. C. Ray Swain, has undertaken is the issuance at stated intervals of a bulletin to the press on some phase of the Board's work.

Several such bulletins have been issued since Mr. Swain took office last spring. One of these deals with the extent of building operations in New Jersey that come within the jurisdiction of his department, and points out to owners and investors the soundness of investment in high class apartment houses and the advantages that accrue to investors through the thorough inspection such buildings receive at the hands of the department and the issuance of a final certificate upon completion of such buildings to the effect that they have been built in accordance with the law. As Mr. Swain expresses it:

This certificate in the hands of an owner indicates that he has added one more modern up-to-date tenement house to the thousands of other buildings and that his building is sanitary in every particular, has rooms properly lighted and ventilated, and every tenant provided with adequate means of escape in case of fire.

Since its inception in 1904, Mr. Swain points out that the Board of Tenement House Supervision has supervised the construction of 10,987 buildings erected at an estimated cost of \$118,154,000.

In another statement the public is cautioned against unlawful conversion of one-family and two-family houses into tenements and the various sections of the law dealing with this subject are carefully cited. In conclusion this warning is issued both to owners of such buildings and to prospective purchasers:

To the owner of an unlawfully converted building this Board issues a special warning. Do not sell your building to an unsuspecting purchaser as a tenement house. If you do so sell, you are simply deceiving him and selling him a suit for a penalty of \$100 and you are making your-



self a party defendant to such suit for assisting in a violation of the law.

To prospective purchasers, the Board's best advice is, make inquiry at the offices of the Board before you agree to buy, and not after.

In a recent statement, under the heading "Are You a Gambler?" the dangers of fire to the occupants of New Jersey's tenement houses are pointed out and tenement owners are especially cautioned against "gambling at long odds with the safety of their tenants", and the requirements of the law with regard to such buildings are stated. In addition Mr. Swain points out the admirable work which his Board has accomplished in ordering the erection of fire escapes and the providing of other means of exit for the people of New Jersey living in such buildings. Since the enactment of the tenement house law in 1904, it is stated that the Board of Tenement House Supervision has secured the erection of 16,086 fire escapes, thus providing adequate protection to 69,588 families.

In summarizing the work of the Board for the year ending June 30th, last, it is stated that during this period the Board supervised the erection in different parts of New Jersey of 583 new tenement houses estimated to cost \$20,227,000 and providing living accommodations for 5,511 families, or approximately 27,555 persons. These buildings were constructed in 14 out of the 21 counties of the state. During the year the Board extended its inspection work so as to cover many of the outlying municipalities, 85,486 inspections and re-inspections having been made during this period.

Fire escapes to the number of 3,259, providing escape for 10,396 families were erected on tenement houses throughout the state during the year as a result of the Board's orders. Complaints to the number of 1921 coming from 77 different municipalities have been investigated during the year, and 1857 such complaints have been dismissed in 69 different municipalities, the cause of the complaint having been removed.

In all branches of its work the Report shows increased activity on the part of the Board.

## PORTABLE CONCRETE GARAGES.

A new development in the field of standardized industry is the advent upon the market of the portable concrete garage. This garage manufactured by a Kansas City manufacturer, is so constructed that it can be delivered to one's yard on an ordinary truck and can be erected and made ready for occupancy in a day's time. The garage is not only fire-resistive and substantial but attractive in appearance. It is said to be reasonable in cost and will require little or no expense for maintenance.

The entire garage with the exception of the concrete floor which is cast on the ground is constructed of pre-cast units including slabs, pilasters, sills, plates, collar beams, rafters and other necessary parts. A light weight aggregate known as "Haydite" is used in the manufacture of these units in order to keep the weight down so that two men can easily lift and handle the largest pieces. Notwithstanding this lightness of weight the garage is so substantial that it is called an "auto-safe."

## SOUND PROOF PARTITIONS.

One of the most serious objections to congregate living, such as prevails in our great modern cities, is the lack of privacy—the inability to escape, in the average apartment house, from the sounds of one's neighbors. Recent scientific research into the sound-proof qualities of walls and partitions has therefore especial interest for all persons interested in housing. Until recently accurate information on this subject has been very incomplete.

Students of housing as well as architects and builders will therefore be much interested in the results of research in this field carried on by the Engineering Experiment Station of the University of Illinois and published recently in a pamphlet of 85 pages and known as Bulletin No. 127.

It is pointed out in this report that:

Sound may be transmitted from one side of a partition to another in three ways: it may progress through continuous air passages; it may pass as an elastic wave through the solid structure of the partition, or by setting

the partition in vibration it may originate sound waves on the farther side.

The report also points out that a sound proof partition should be as rigid and free from air passages as possible. All students of this subject should avail themselves of this extremely valuable report.

## HEAT LOSSES THROUGH WALLS.

In our April issue we recounted at considerable length the various experiments that had been made recently in different countries, notably in Norway and in England, with regard to the loss of heat transmitted through walls.

Now comes a further study of this subject made by the Engineering Experiment Station at State College, Pa., and dealing more particularly with the use of cork-board and air spaces as a means of reducing such losses.

Persons interested in the technical aspects of this question will find the report contained in Bulletin No. 30 of the Pennsylvania State College one that throws considerable light on this subject.

## HOLLOW WALLS.

Leslie H. Allen of the Portland Cement Association has recently written a most provocative article on the subject of walls, with especial reference to the value of hollow walls pointing out the great advantages of this form of construction which he estimates means a reduction of at least 15% in the annual coal bill.

In discussing this subject Mr. Allen has the following to say about walls generally:

What is a wall for? What are its uses? To hold up the floors and roof is one purpose. This can easily be done with wood posts or steel beams. To keep out the weather is another. A tent will do this. To prevent the intrusion of "uninvited guests"?—a thin steel plate is all that is needed for this purpose. To retain the internal heat of the building in cold weather?—boarded walls with felt insulation will do this.

But a wall must do all these things and more. It must be of permanent, rigid construction that does not rot, decay or burn, and at the same time must show a surface that is pleasing in appearance if it is to satisfy all demands of the owner, the building commissioner, the architect, the mortgagor, and the general public. They are all interested in one way or another in the walls of your home.

No wall can be considered a perfect wall unless it combines strength, rigidity, freedom from deterioration by weather, beauty, and good insulating qualities. The importance of the insulating qualities of a wall have of late years been receiving more and more attention, with a result that a large number of methods of building hollow walls are being advocated.

We all desire to have our homes cool in summer and warm in winter, and we do not desire excessive use of fuel in winter time to maintain the desired temperature. The increasing price of coal makes a well-insulated wall of far greater value than ever, and the great activity among builders of different systems of brick, concrete, hollow tile, and other methods of insulated construction proves the present popularity of the subject. Various methods are being advocated by the vendors of these materials to obtain the desired result of a well-insulated masonry wall.

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It cannot be too strongly emphasized that it is not enough to have a water-proof wall—it must also be insulated. A glass pitcher is water-proof, but if it is filled with ice water on a hot day, water will stream down the outside. The moisture doesn't come through the glass—it condenses on the outside, and in like manner moisture will condense on the outside walls of a warm room, on a cold day if the insulation is not perfect. The quality of the material does not affect it. In fact, the harder and denser stone or concrete walls, being better conductors, will sweat more readily than the hollow clay tile or brick if not insulated.

Dead or still air is a better insulator than live or moving air, and the ideal method of securing this is to lightly



pack the air space with mineral wool or granulated cork to check the currents. This is unnecessarily expensive for residence work, though frequently used in storage buildings. It is, however, very important that the air in the hollow walls should not circulate, and to make sure of this all openings must be thoroughly sealed.

\* \* \* \* \*

The building of the small home is receiving more careful study and attention today than ever. The planning of the house is becoming more and more compact and convenient and the choice of material more carefully and wisely made.

Permanent masonry construction today seldom adds as much as 10% to the cost of a house; in many cases the excess cost is below 4%, and the added cost of insulation, using a hollow wall with continuous air space, is usually offset by the omission of the wood furring and lathing. It will bring a reduction of at least 15% in the annual coal bill. As hollow walls become better known they are sure to be more and more popular.

## CERTIFIED LUMBER.

One of the interesting developments of the present day in the building industry that has come about very recently is the adoption of a scheme of having lumber used in the building of houses bear the imprint or seal of the manufacturer, thus providing a market for one manufacturer's product and giving the public opportunity to select materials in which they can have confidence just as the housewife is accustomed to ask for a particular kind of food product.

One of the firms that has undertaken this scheme for the marketing of "certified lumber" is the Weyerhaeuser Forest Products. As stated by them, their purpose is:

To make lumber a better product and to make our lumber of greatest value and service to you, is the fundamental policy of our organization. We realize that only through service and the merit of our product can we desire the confidence and the patronage of the public.

As a means of marketing their product and placing this idea of certified lumber before the consuming public, they have recently issued two attractive books, one of these entitled "High Cost of Cheap Construction", deals with the defects that are found in the cheaply built house. Among the topics discussed may be mentioned the following: The House That Failed; Why So Many Failures in House Building; How to Obtain a Substantial House; The Importance of Good Construction in House Building; Types of Framing; Supporting Timbers; Floors; Building Against Shrinkage, &c.

The book is very fully illustrated with easily understood and practical diagrams intended for the layman, explaining in almost primer form the main portions of the building.

Another very attractive pamphlet issued by the same firm bears the title "Good Houses". Here are portrayed houses built of wood in the varying architectural styles each of which is illustrated by attractive photogravure plates accompanied by floor plans. Complete working drawings for any of the houses shown in this pamphlet will be furnished at prices ranging from \$10 to \$30. Among the styles shown are American Colonial including New England designs of the Seventeenth Century, Village and Country, Coast Town and Litchfield Types, Dutch Colonial, Southern Colonial; Pennsylvania Colonial; American Georgian; Transition Period, Classic Revival; English Cottage and Georgian types; Italian Renaissance; Spanish Patio types; Swiss; American "Prairie"; Pacific Coast Types of Bungalows and, under American Renaissance, types of Cottage Bungalows, Dutch Colonial and English Precedent, Dutch Colonial Precedent, Square Suburban type and English Precedent.

All students of housing will find these two booklets extremely helpful. Copies can be obtained by addressing the Weyerhaeuser Forest Products, Merchants National Bank Building, St. Paul.

## CONCRETE HOUSES.

An interesting and valuable pamphlet of 34 pages has been published by the Portland Cement Association under the title of "Concrete Houses".

It discusses such questions as Wall Thickness, Insulation,

Rigidity, Use of Concrete Block and Stucco, Basement Foundations, Floors and Roofing and includes an excellent discussion of the desirable features of a well planned home, emphasizing such topics as Convenience of Arrangement, Beauty of Proportion and Design, Economy of Space and Material, Equipment, &c.

Accompanying this general discussion are presented 26 floor plans and elevations of various types of houses both bungalow, two-story, and one story and a half, in various architectural styles.

The plans of these buildings in full printed form with specifications and bills of materials of quantity surveys may be obtained at the price of \$10 per set by addressing the Portland Cement Association, 111 West Washington Street, Chicago. The book "Concrete Houses" can be obtained at the same place by remitting 50 cents.

## A WORLD'S FAIR AND HOUSING.

For over two years certain Philadelphians have been booming a Sesqui-Centennial Exposition to commemorate the birthday of the Nation. Those who have been principally interested are real estate brokers, large department stores and transit systems. Others, with a truly patriotic motive and a broad humanitarian point of view, have also been interested in furthering these plans.

Progress toward this Exposition has reached the stage where a site has been selected and tentative plans drawn. As a consequence, the areas surrounding the site in Fairmount Park have experienced a real estate boom transcending the similar boom during the war period. Properties that could not bring \$10,000 five years ago have recently changed hands at \$25,000. Owners will not let houses or apartments on long term leases. So active has been real estate in the section of the Park that rents have been sky-rocketing. Tenants have protested, but to no avail. Notwithstanding the continuance of rent profiteering, proponents of the Exposition have gone on with their plans, taking no cognizance of these anti-social conditions, in no wise seeking to bring them under control.

The Philadelphia Housing Association, recognizing the economic aspects, as well as the anti-social consequences in-

volved, has urged the Exposition Association to consider the inherent hazards of the Exposition and to take such steps as may be necessary to circumscribe or entirely prevent these hazards.

In a letter sent recently to those promoting this Exposition, it points out:

That representing 800 members and 47 member agencies, it is constrained to withhold its approval of the Sesqui-Centennial Exposition until such time as the Sesqui-Centennial Exposition Association shall take steps to see that the problem of the housing of the people now in Philadelphia and of those likely to be attracted to Philadelphia by reason of the Exposition, shall be adequately provided for, and that those renting homes shall be protected against any rise above the present exorbitant rents.

In its memorandum it says:

We are moved to take this stand, not only by our own analysis of the problem and its dangers, but by the continued appeals from tenants who are being gouged now, and are fearful of further gouging as the time of the Fair approaches, and who have, by their complaints, voiced to us the sentiment of the great unorganized body of renters.

In taking this stand, however, the Housing Association assures you that it is in favor of holding, in 1926, an Exposition commensurate in scope and dignity with the importance of that event in our nation's history which such exposition would commemorate, namely, the birth of this nation. It would be a travesty, though, on such an exposition, and a blot upon the name of our city, if an undertaking so nobly conceived, is permitted to bring to our people economic hardships with social and industrial unrest, simply because of a failure to take cognizance of the dangers inherent in unregulated rent increases imposed by those who would make the extraordinary demand for houses their opportunity to fleece the rental public, make them buy homes, when they can not afford to do so, or force them out of their homes into tenements and rooming houses.

Already owners of real estate have placed speculative sale values on houses in the zone of the Exposition grounds because they anticipate such houses will prove miniature gold mines. No steps have been taken to map out hotel accommodations, and there is a well defined propaganda against the erection of hotels for the exposition period, with the attendant propaganda for the conversion of dwellings into rooming houses, for the accommodation of the thousands of transients who will be attracted here. It is a notorious fact that owners of real estate are refusing long term leases to tenants, because the Fair period will afford an opportunity for unlimited profiteering.



It is likewise evident to all who are engaged in building construction that the present extraordinary demands for building labor and material are steadily forcing prices higher. This is reacting on the housing situation in preventing builders from constructing houses within the rental reach of the average family. The Sesqui-Centennial Exposition will, unless steps are taken to check the tendency, so intensify the situation that a buyer's strike will again be precipitated, and dwelling construction will again be stopped. Valuable as the Exposition will be, if adequately conceived, the price it will exact from the renters of Philadelphia, which group constitutes 60% of the population of the city, will be all out of proportion to the return unless the Exposition programme will take cognizance of the risks and formulate plans effectively to meet the need.

The Philadelphia Housing Association is convinced, as a result of painstaking inquiry into this matter, that your body can determine a feasible programme to prevent these dangers, but it would urge upon your attention the imperative need of early consideration and early definite action.

In a supplementary statement the Philadelphia Housing Association suggests, as a part of the programme, that a Rent Commission be created; that the Zoning Commission be required to expedite plans for Zoning the area around the proposed Fair ground; that the erection of Fair buildings be begun at once, and spread over the three intervening years; and that the Exposition Association stimulate the organization of an operating company to construct low priced houses in large numbers.

The Housing Association recognizes that other steps will have to be taken, but these are fundamental.

BERNARD J. NEWMAN,  
Philadelphia.

## CINCINNATI'S HOUSING SITUATION.

Cincinnati is suffering as much from its housing shortage today as at any time since the shortage began to be acute. The tenement house situation has grown worse instead of better. There are practically no vacancies and rents are steadily increasing. Tenement rentals have already reached a point between 75% and 100% in excess of what they were in 1914.

Cincinnati seems to be an exception among the large cities in this respect as reports from most of them indicate that the acute shortage has been at least somewhat relieved. The ex-

planation probably lies largely in the fact that Cincinnati has had a very gradual growth in its population, having increased in the past decade only about 1% a year. Most of the large cities, on the contrary, have increased more rapidly in population and during the War had boom periods which forced the construction of houses much more rapidly than would have been the case had the boom period not occurred. When the depression in industrial conditions came, many of these cities felt the effect of it sharply and many of the families that had come into such cities left during the depression, providing considerable relief.

Nothing of this kind has happened in Cincinnati. An analysis of the statistics on construction shows that while in 1916 approximately 1400 houses were built, in 1917 there was a drop to 689 houses; and in 1918 a further drop to 106 houses; in 1919 the number increased somewhat, 543 houses being built; in 1920 there was again a drop to 276 houses; in 1921 the building was on the upward grade again, reaching a total of 1147 houses. 1922 has been an unusually good year, the first nine months showing permits issued for more than 1500 houses with the prospect that before the end of the year permits will have been issued for 1700 houses. This is 200 or 300 houses above what is required to meet the normal yearly need. This excess of 200 or 300 houses applied against an accumulated shortage of between 4000 and 5000 houses has naturally made very little impression, with the result that home values are very high and that rents are showing no tendency whatever to decrease.

### THE TENEMENT PROBLEM.

The tenement house population is suffering more than ever from high rentals. Tenement rooms which rented in 1914 for from \$2.50 to \$4.50 a room per month, rent today for from \$4. to \$8. a room per month, and these rentals are constantly climbing.

This is accounted for undoubtedly by the fact that no new tenement houses have been erected during the past 3 or 4 years, while the supply of tenement houses has been materially reduced. Figures which we have at our disposal show that during the year 1922 alone tenement houses which were torn

down to make way for business and industrial buildings displaced over 200 families. There were undoubtedly many more similar cases of which we have no record. On the other hand, during the past 2 years more than 500 immigrant families have come into the city and practically all of them have gone into tenement houses to live. In other words, while the supply of tenement houses has actually been decreasing the tenement population has been increasing. The unfortunate result of this is that a wave of speculation in tenement houses has set in and in all probability will grow worse during the coming year.

The one hopeful note in the tenement situation is that the Housing Bureau of the Building Department and the Better Housing League working together have been able to get more done by way of eliminating bad conditions and compelling owners to make improvements than has been done in many years. The Better Housing League is planning to keep in touch with all transfers of tenement property that indicate speculation, with a view to trying to compel owners to put all such properties in first rate condition before they increase rentals.

#### CITY PLANNING.

The Technical Advisory Corporation of New York City has been awarded the contract to draft the City Plan for Cincinnati. They have been at work since July and have accumulated invaluable data for the making of the Plan. In a period of six weeks information was collected on every building in the city of Cincinnati showing its present use, height, material of construction, approximate age, the percentage of lot occupied, side yards, rear yards, etc. These data are now being placed on one large map which will give most of the essential basic information that is needed for the working out of a Zoning system for Cincinnati. Meanwhile the United City Planning Committee, made up of committees representing all civic organizations interested in city planning, is carrying on a campaign of education and publicity to maintain and increase the public's interest in the city planning work.

BLEECKER MARQUETTE,  
Exec. Sec'y, Cincinnati Better Housing League.

## WASHINGTON'S ALLEYS.

For years, ever since Roosevelt was President and Jacob Riis startled the people of Washington, and in fact the whole country, by his disclosures of the shocking conditions which prevailed in Washington's alleys within a stone's throw of the Capitol, there has been a well-defined public sentiment for the doing away with these alley dwellings.

After some years of agitation on the part of public spirited women of Washington, a bill was finally passed compelling the eviction of the alley dwellings and the tearing down of the houses complained of. A time limit allowing a generous period, was set for the accomplishment of this purpose but as the time drew near, with the great shortage of housing accommodations which prevailed then in Washington as in most cities throughout the country, Congress was petitioned to postpone the taking effect of this measure.

Once more, as the time for the measure's becoming effective approaches, Congress is asked to put it off a little longer and has done so, this time until June first, 1923.

As it was shown by a survey made in April, 1920, that there were at that time 2828 alley dwellings housing 9485 people of which approximately 9000 were colored people, one wonders how much longer this greatly needed measure of reform will be postponed.

## THE SITUATION IN NEW ORLEANS.

The year 1921 proved to be the most exciting and eventful year in the history of New Orleans because of the raising of an absolutely unprecedented question that agitated the public and the state government, namely, wide spread complaints due to rent oppression, an outcome of the shortage in the number of homes. This situation and the efforts of the Louisiana State Housing Commission under the chairmanship of the writer to deal with it were described in "*Housing Betterment*" January, 1922. The State Housing Commission's activities terminated automatically in October, 1921, after which there was no further official interest in the housing question.



Public uncertainty in 1921 as to the trend of prices of materials and labor caused the holding off of a house building programme. The propaganda against material and labor interests was largely directed by beneficiaries of the rent oppression, and the most urgent and strenuous efforts to get a building programme under way to accommodate the dual purpose of relieving the housing situation and thereby easing rents which showed an increase of 100 to 300% or more, and reducing the large unemployment, which reached its peak last winter, was of no avail. This was largely due to the fact that newspapers seemed to think the building interests stood to profit largely by the success of such a movement, and thoroughly neglected the opportunity for encouraging the new building which was so badly needed and thereby intensified the situation in more ways than one.

Generally speaking New Orleans was not alone in this attitude, the rest of the United States having acted very much in the same way. The writer exerted every possible means to stimulate building activities in spite of opposition, knowing that the building interests represent one of the largest possible factors for the stimulation of general business, but all efforts resulted very much as Cassandra's. The ancient Greeks tell us that Cassandra although always in the right in her deductions was never able to get anybody to believe her until the catastrophe itself came along to demonstrate the accuracy of her analysis.

The result was that rents reached an abnormal plane, unemployment became very high, and the arrearage of buildings continued to increase each month until the Spring of 1922 when finally the press and public awoke as if from a trance and began the agitation of a building programme. Material costs had not shown very much of a decline but labor was at the end of its resources and begged for work, and this was responsible for some comparatively low bids on new construction, particularly of homes, prices of which averaged about 100% over 1914 prices for the finished assembled building. There was an immediate beneficial effect on general business, and from April onward month by month until September this year, the momentum was like that of the cumulative effect of a snow ball rolling down hill, and New Orleans registered

at the completion of this year's building season a larger number of homes and small apartments than was ever built in one year in the city's history.

The natural effect of this was a form of nervous prostration for nearly all contractors and sub-contractors and architects doing this class of work at the end of the summer, the mounting of prices of materials by possibly 15 to 20%, the reduction of the efficiency of labor by fully 25%, and the full employment of every man or boy who could work around a new building, and the rise of wages of some of the trades to a point above the wage scale, despite the fact that when the season opened in April all trades with one or two exceptions were working at less than the scale wages.

Every building in New Orleans since 1788 and before that time, owing to the Spanish influence, has been plastered inside. This has developed a very large number of highly skilled plastering mechanics, nearly all negroes, who have an exceptional skill in any trade calling for purely manual expertness—such as plastering, brick laying and paving. Despite the exceptional number of men in these three trades in this city, however, this year's house building programme so far exceeded the number of men available that substitutes for plaster were sought and used very largely. This is the first time New Orleans has ever given entree to the use of other materials or methods for the lining of the inside of its houses.

The lesson to be learned from this is that the plastering trades being largely in the hands of negroes, have not had the requisite number of new recruits, due to the fact that so many of the younger generation of negroes are now going in for high school and college education with an eye to work other than building-trades work, whilst other trades employing mostly white men in this city have their steady influx of new beginners, keeping up with the increasing demand for labor.\*

The result of the building of about 1400 new homes and separate accommodations for families this year in New Orleans, not separate houses but new provision for that many families, caused a lowering of rents; houses and apartments which last

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\*The shortage of plasterers is not peculiar to New Orleans.—Editor.

year rented for from \$90 to \$175 are now renting for from \$65 to \$110. There was no reduction however in the lower-priced homes and a scarcity still exists, but public clamor has entirely ceased because people seemed to have finally settled down to the realization that rents have doubled in price, even gone beyond 100% just like everything else has, and they do not any more ask whether or not the return on the value of the property is justified or not. This phase has entirely disappeared and the rental agitation is over.

In the apartments of the price above mentioned, the reduction was largely due to an unconscious "strike" by the tenants, who simply refused to pay last year's prices, feeling that when this October came there would be, to use their own words "more than enough new houses built by then to take care of everybody". As a matter of fact the new houses built, with very few exceptions, were entirely for the use of the owners thereof and practically no houses were built by landlords or for tenants' use except the usual small quota of duplex and four-plex apartments, these at fairly high prices.

Fortunately for the renting public their idea, though ill-founded and based on ignorance of what really was going on, worked out in this respect, that while the large number of house-frames going up in the city gave the impression that there would be a tremendous number of vacancies which would bring rentals down, it also frightened the landlords and agents and resulted in a panicky feeling where the higher rents were concerned, so that landlords did not press the point when tenants did not sign the new leases presented to them at last year figures, but only put out the "For Rent" sign with the hope of landing new tenants. This helped the tenants' situation considerably by causing a large part of the city to be placarded with "For Rent" signs, and threw a still greater panic into the landlords and agents, although there was actually no vacant houses at all, nor after October 1 were there many vacancies, as the city is growing at a rate fast enough to absorb any annual building programme, not to speak of the considerable shortage of dwelling space.

The final result was that on October 1, the tenants refused to move, and as the landlords in a great many cases did not rent the houses or apartments to other people, there are to-

day possibly 1500 to 2000 families holding over without leases at compromise rates. These rates of course are high but probably continuing along a lower level than last year. This applies only to the high class home and apartment, as landlords have no difficulty in getting their demands with regard to the small homes renting around \$40 or \$50 a month, and many of which had their rents increased this year without opposition from the tenants because the tenants could not obtain other quarters at lower figures and preferred to stay, rather than have the expense of moving.

Architecturally speaking the buildings this year have been slightly above the average, even though most of the dwellings are what are called "contractor-designs", but they have been influenced by the better class of work which the architects have been doing and which the public appreciates enough to at least demand that their contractor friends imitate them as closely as possible.

The new size of lots is larger than formerly and this gives the houses more space, and the increasing use of the automobile makes it necessary to have more ground around the building, all of which betters the general housing proposition.

Scientific house building, and the improvements of contracting and other methods has shown no advance, while there has been little or no bettering except the general raising of plumbing standards and an improvement in planning which each year makes. There have been no large housing developments or co-ordinated attempts, and work at the best is done by hit or miss methods, a rather free-for-all scramble to provide houses both speculative and otherwise. The science of housing—the physical features—is yet in an archaic condition. All of the former Zoning ordinances which have been put on the city books during the last 10 years were knocked in the head by 4 or 5 court decisions, and residential neighborhoods are now being raided by every character of desirable and undesirable commercial structure, and with no regard to building lines or any other restriction for the residential neighborhoods so invaded. The basis for all of the court decisions against the city was that the Zoning ordinances of the past were "aesthetic in character" and this could not be upheld.



Fortunately our new state constitution authorizes the city of New Orleans to Zone its territory and a Zoning ordinance is now pending before the Commission Council. The pending ordinance, seems to the writer, however, to be so seriously defective that he has taken up the matter with the Mayor and the Commission Council with a view of strengthening it before it is acted upon, and has assurances that due consideration will be given the matter; for the sudden invasion of unprotected neighborhoods by undesirable buildings, businesses, etc., has shown the city that a truly adequate Zoning law will be extremely valuable. Public opinion has been shocked by these recent invasions—with more coming—and is well prepared to back up a strong Zoning law when it is passed by the Commission Council.

MORGAN D. E. HITE,  
Architect, New Orleans.

## A RURAL DEVELOPMENT.

The model community development at Atascadero, California, started in 1913 on an old Spanish grant of 22,500 acres, consisting of low rolling hills partially covered with oaks and other fine trees of the Coast Range, has grown to be one of the most remarkable land settlements in America. Nearly 7000 acres have been sold, in small holdings, under housing restrictions almost as severe as in any model city residential tract, and there are today over 3000 people living on the estates, every building of which, including farm buildings, garages, etc., must observe the established building set-back lines and provide for large rear yards and side yards; also all building plans must be approved by the building Commissioner, a well trained architect, as to light and air, and architectural harmony with the rest of the community. Another 1200 acres has been sold for a large estate; the land company, The Atascadero Estates, Inc., has approximately 7000 acres of salable land yet to dispose of, beside holding 9000 acres of "park reserves" consisting of hilltops, wooded areas, etc.

Atascadero is 18 miles from the Pacific Ocean on the shores of which an additional 900 acres has more recently been developed as Atascadero Beach, including 3 miles of clean sand

beach fronting partly on Morro Bay, for amusement and recreation.

Although building development was held up for nearly three years during the war period, this project has continued to go ahead. The consensus of opinion among residents and recent investigators alike is that the housing restrictions have been one of the most important factors of success. These restrictions also include a Zoning plan, setting aside business and industrial districts at the places most convenient for them.

As some of the restrictions run out in 1925 a committee of property owners, including the Estates Company, owning the balance of the land, is now working out with its City Planner, a new series of longer term restrictions to which it is expected that all property owners affected will sign up for their mutual protection.

Some unusual and distinctive features of Atascadero, in addition to its fine housing requirements are its Mutual Water Company, the co-operative fruit marketing arrangements peculiar to all fruit sections of California, and the federated church where 26 denominations worship under one roof and have recently built a \$75,000 community building, fully equipped for recreation. The spirit of co-operative endeavor, without in any way restricting private capital or initiative, permeates all the business and other institutions of the place in a manner somewhat comparable to that of the Garden Cities of England. The appearance of Atascadero differs, however, from British housing schemes in that all the homes are detached on large pieces of ground and the architecture is largely that of the California one-story bungalow, with Colonial style adaptations.

CHARLES H. CHENEY,  
Los Angeles.

## AN INDUSTRIAL COMMUNITY DECLARES AGAINST THE TENEMENT.

When a great industrial community that has heretofore thought only in terms of tenement houses as a means of housing its workers, reaches a conclusion that it is better to build

the cottage type of dwelling in future than to continue a system of multiple dwellings it is, indeed, a sign of progress.

Fall River is the latest community to come into line in this respect, a special committee appointed to consider methods of relieving the housing shortage in that city having reported in favor of the cottage type of building rather than the erection of tenement houses even for as few as 2, 3, or 4 families, pointing out that the erection of cottages would encourage home building and home owning and thereby increase the number of permanent residents in the community.

## LOUISVILLE IN THE THROES OF REACTION.

How dangerous it is for a community to leave public sentiment for improved housing conditions in an unorganized state is well illustrated by the experience which the city of Louisville is now going through. This situation has been quite fully described in recent issues of this magazine.\* How serious the situation is, however, and how unfortunate for the welfare of future citizens of Louisville is disclosed by reports of the discussions being had in connection with the building code now under consideration and which is to take the place of the housing ordinance.

Not content with having secured the repeal of the housing law, representatives of selfish real estate interests are now advocating a return to conditions that literally smack of the Dark Ages and take one back 40 to 50 years ago in the history of housing improvements in New York City.

It is hard to believe that any community in the United States today can be so benighted as to tolerate such a suggestion as that made in Louisville by the representative of the Real Estate Board, that the enforcement of the city's sanitary ordinances instead of being lodged in the hands of the Health Department and the Building Inspector should be given into the hands of the property owners of the city.

How reactionary the attitude of the real estate interests is, is fully disclosed when it is realized that they are raising objections to a provision of law by which a building inspector or health inspector is given the right to make inspections of

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\*Housing Betterment, January, April, 1922.

houses in the course of his legitimate duties, the real estate interests going so far as to suggest that no inspection of a house be permitted except upon the issuance of a warrant by the courts. This is, indeed, a relic of the Dark Ages. It is hoped that the public spirited citizens of Louisville will become aroused to the danger which menaces them and take prompt steps to make manifest to the public authorities of Louisville the real public sentiment which must exist in that city for the maintenance of right conditions.

## COLUMBUS SEEKS ADVANCE IN ITS HOUSING LAWS.

A refreshing contrast to the reactionary attitude of the city of Louisville is the action reported from Columbus, Ohio. That city was one of the first in the United States, if not *the* first, to have a Housing Law as distinguished from a Tenement House Law and its Housing Code, though enacted 10 years ago, still compares favorably with more recent enactments.

Instead of seeking to prevent such elementary matters as giving health inspectors the right of entry to houses in the course of their duties, the City Council of Columbus is now considering several amendments to its Housing Code. One of these would require the abolition of all sewer vaults within the city limits; another would give the Health Board the right to take steps for the installation of sanitary sewers to drain property where necessary and a third proposal would require chicken houses to be located at least 15 feet distant from any inhabited dwelling.

## RURAL HOUSING IN INDIANA.

A recent survey of rural housing and living conditions in Hamilton County, Indiana, made by the Housing Division of the Indiana State Board of Health, discloses much interesting information with regard to rural conditions of living in that state. As indicative of the conditions disclosed by the whole survey, the results obtained by the first 500 inspections are taken as fairly typical.



These show that 474, or 95% of the houses were frame and 26 or 5% were brick and stucco. Most all of the houses had nearly all of the conveniences of city houses, such as electric lights, telephones, gasoline engines for pumping water and practically all the persons included in the survey owned automobiles. Of the group 340 families, or 68% owned their farms or homes while 160, or 32% were renters. The report pointed out that in the case of the rented homes the owners do not give proper consideration to the upkeep of property and that regulation is needed to aid in this situation.

On the subject of overcrowding, as might be expected, no overcrowding was disclosed though this is not always the case in rural communities, the total number of rooms in the group being 2978 or an average of 1.48 rooms to each person, or less than one inhabitant (.7) for each room.

Of the 500 houses, 31, or 6% were found not to have adequate light and ventilation and in many cases where adequate means of both lighting and ventilation were provided this was not made "available", the report pointing out that farmers as well as city people, have an unfortunate habit of cutting off the best available source of light by covering the upper half of the windows and even more by shades protecting the carpets and microbes instead of the human folks. The report adds that what ventilation is actually obtained in sleeping rooms is problematical but plenty of it is at least available. Cellars on the whole were not found in as good condition as is desirable, 170 or 34% having been reported in poor condition.

In the majority of cases the methods of disposing of garbage were reported as good and in only 33 cases, or 6% was it stated that there was room for improvement in this respect. The one point needing attention most was that of sewage disposal. In 459 cases, or 91% of the houses studied, the methods of sewage disposal were reported as "bad". The report shows that privies are not kept disinfected or screened from germ carriers.

With regard to water supply in 159 cases, or 31%, the report states that there is evidence of possible contamination, in about 90% of the cases wells being located within 150 feet of the barn. In 92% of the cases the method of disposing of manure was good. One of the striking defects from the sani-

tary point of view was the failure to guard against dangers of infection through the house fly.

On the whole this survey of rural housing conditions in Indiana is most enlightening and the Housing Division of the Indiana State Board of Health has rendered a real service to the state in undertaking this work.

## THE BUILDING SITUATION.

The construction activities of 1922 are notable for having substantially met the demand for higher priced houses and for more than keeping pace with the demands created by increasing population and the razing of old houses. While it hardly can be said that new construction has done much to relieve the housing conditions of the workingman, it is encouraging that the way to such relief has become less remote. It was hardly conceivable that substantial betterment of lower priced living quarters could come while the demand for higher priced accommodations was still active.

In the early autumn, construction activity in most American cities is running close to the limits allowed by the supply of labor in the principal trades and the available supply of the more important building materials. New York and several other large cities, particularly in the East, have been using the full resources of the construction industry in their building operations since early this year, while others, more especially in the middle and far west, did not get under way until later.

The demand has not been so insistent as to produce a general runaway market in building costs. The general tendency of building trades wages during the summer was to increase slightly. In some cities, however, certain of the building trades have received very high wages during limited periods, as is usually the case when construction is active. The price of building materials, likewise, has been increasing since the spring, and is apparently affected by the coal and railroad strikes. Retail building material prices in 60 cities, as reflected by the Department of Commerce price index, increased about 15% between April and September. Wholesale prices of building materials at the points of production and in the

principal wholesale markets have advanced similarly, according to the price index of the Department of Labor. The increases have not been general, a few declines having been overbalanced by more numerous increases. The principal items of lumber, brick and cement have all shared in the increases.

Under these conditions, residential construction, as shown by contracts awarded in 27 northeastern states, has made up about 37% of the total volume of construction. This percentage was the same in 1921, compared with 22% in 1920 and 33% in 1919. This distribution of construction activity is encouraging, but there is some question as to whether the rate of home building will continue as high next year if business and industrial building becomes more active and has first call on the resources of the construction industry, as happened in 1920.

The rent decreases for higher priced accommodations reported in New York and a number of other cities bear out the reports as to the price range of dwellings being built. The number of permits for alterations still continues high, and the number of individual living accommodations is increasing by means of subdivision and alteration of existing buildings. Sales of enamel sanitary ware, such as bath tubs, lavatories and sinks are running far ahead of any previous year, at least since 1913, and this would seem to confirm the foregoing statement. It must be remembered, however, that the amount of business building is increasing, and that this usually implies some destruction of residential property.

Relief to the lower income groups through abandonment of old houses for newer ones by the well-to-do does not seem to have been felt yet, and will probably not be felt until there is more building for the middle groups.

As yet, there are no definite developments in the building situation that promise an early and widespread alleviation of workingmen's housing accommodations. When the demand for other types of construction begins to slacken, it may be that the great potential demand for low priced housing will enlist the efforts of the construction industry to bring suitable living accommodations more nearly within the range of workingmen's incomes.

For instance, more concerted action of leaders in the construction industry in different cities to eliminate parasitic combinations and "gentlemen's agreements" to maintain exorbitant prices or wages could accomplish a great deal.

It cannot be said that any revolutionary progress has been made in dwelling construction, either in design or methods of conducting building operations, or large scale production, but the field for such developments is rich and is attracting the attention of able men in many fields. The net result of their efforts is bound to be felt.

Architects are experimenting with a number of new developments in apartment house design, and the work of the Architects Small House Service Bureau, among others, in medium priced small houses is also promising. At any time, the experience of large companies in industrial housing may lead to valuable developments.

The research work carried on at universities and by the different associations of building material producers is making steady contributions towards more economical construction. The small contractors that form such a large percentage of all home builders are continually being educated in better methods of performing their operations.

More economical construction through modernized building and plumbing codes is also possible, and the Department of Commerce is heading efforts that are being made in this field. The results of plumbing tests being conducted by the Department at its Bureau of Standards laboratories are expected to leave little support for the unduly restrictive requirements of the plumbing codes in many of our cities.

The movement for standardization of lumber grades and sizes and elimination of excess dimensional varieties of windows, doors, millwork and other building material should also have its effect in keeping down building costs.

A shortage of skilled building trades workers is reported from different cities, and is confirmed by the 1920 census of occupations. The fluctuations of building activity from year to year and the usual seasonal slumps undoubtedly contribute to discourage young men from learning the building trades. But the situation has aroused the attention of employers,



trades unions and the public, and a variety of solutions are being tried out in different cities.

The net effect of these efforts to reduce the cost of housing is hard to estimate—but some substantial results may be expected from the application of technical skill from so many angles. Meantime residential building is proceeding at full capacity, which is the best that could be hoped for.

JOHN M. GRIES,  
Chief, Division of Building and Housing,  
Department of Commerce.

## PHILADELPHIA'S BUILDING PROGRAMME.

The 1922 building programme for Philadelphia shows great progress in dwelling construction. The dwelling permits issued during the first 9 months of this year are 520% of those of this period in 1921, and about 350% of the total for the whole of last year. Among these are permits for 7,665 new family-dwelling houses, and 99 dwellings for multiple occupancy, providing accommodations for 8,737 families.

An estimate of 6,000 houses as the annual need of Philadelphia will show that the new dwelling construction under way has already filled the yearly need and has reduced the housing shortage by 2,737 accommodations. This is the first time since 1916 that new construction has met the yearly population increment and gone beyond that to reduce congestion. It is also the first practical assault upon rent profiteering and all the more effective because it is an economic assault.

In addition to this new construction, permits have been taken out for alteration and conversion of dwellings into multiple buildings to accommodate an excess, of their previous occupancy, of 792 families, making a total of 9,529 accommodations for families, as indicated by permits for the first three quarters of 1922.

At the beginning of the year the housing shortage was estimated as approximately 23,700. The construction of the first nine months has decreased this figure to about 20,170, bringing a more encouraging outlook from the housing standpoint.

There are two unfortunate factors in this new construction and conversion of old buildings. A larger percentage of the accommodations are of the multiple type of occupancy than here-

tofore, totalling 1,864 apartments or 19.56% of the total accommodations provided. This is a departure for "The City of Homes" and is in contrast to the high type of single dwellings for which Philadelphia has long been noted.

The second factor that is looked upon with misgiving is Philadelphia's seeming indifference to the demands for housing facilities for the group in greatest need. Most of the houses now under way will sell at prices from \$4,000 to \$30,000 each and will rent at rates commensurate with such purchase prices. Scarcely 1% of the houses now being built will be marketable for \$3,600 or less. The great need in Philadelphia is for homes for the small wage-earner; houses that will rent for from \$20 to \$30 per month, and will bring relief to that class which has suffered most acutely from the housing shortage.

BERNARD J. NEWMAN,  
Philadelphia.

## TERRORISM IN CHICAGO.

We referred in a recent issue of this magazine\* to the situation in the building industry in Chicago and recited at some length the reign of terror which existed there at that time and the organization of the citizens of Chicago into a body known as the Chicago Committee of Fifty to put an end to these conditions and to bring about a resumption of the building industry freed from the blighting hand of terrorism, violence and anarchy.

Since then Chicago has gone through many experiences. For more than 15 months the local craft unions have been in a turmoil which at first almost made impossible all construction work. Later the head of the Chicago Building Trades Council, with others prominent in his circles, was put on trial for murder in connection with the shooting of two policemen.

The testimony brought out at these trials as expressed by one of the leading technical journals, showed that:

Some of the various craft unions have been controlled, bought and sold, pilfered and portioned out amongst gang retainers. Fierce battles have been waged for union control by rival factions which employed guns and thugs and even

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\*Housing Betterment, April, 1922.

private detectives and police politics. Men have been murdered, slugged and intimidated—and all of these things occurred, not in the course of bitter fights over hours and wages, but in struggles over the question of which gang of sluggers and labor grafters could control the unions and the graft which they could levy.

Contractors have been forced to submit to paying graft, others have volunteered to do so—these are matters being insinuated and discussed on the witness stand. The entire Chicago trouble with its background of terrorism and bombing presents a definite example of the way in which the legitimate needs and uses of unions are perverted and turned to the swelling of the bloated pockets of unscrupulous gangsters with no thought of the well being of the labor membership, or the public.

In order to gain profits for their buccaneering adventures these men cheerfully sell out and double-cross the rank and file mechanics that are enrolled. In order to maintain the control of those unions they willingly betray and double-cross the employers' organizations and individual contractors, not to mention the waging of war and the shedding of blood. So interwoven is the whole mess of lies, hypocrisy and greed that an honest man sickens as he listens both to the state's evidence and to the acts of defendants.

One can not live near a cesspool without being contaminated and the act of cleaning up the filth is a job that men shrink from. Yet it seems that in Chicago a start at least is finally being made upon this job.

This was the situation last summer. That it has greatly improved today is one of the striking elements in the building situation.

What can be accomplished when building is unhampered by strikes, extortion and restrictions upon use of building materials was recently pointed out by F. W. Armstrong, General Manager of the Citizens' Committee of Fifty, who said:

Thanks to the Landis Award and the Citizens' Committee to enforce it, Chicago has been remarkably free from these evils.

The result is seen in the building permit figures and in the drop in rents which is surely, if slowly, taking place. The housing shortage has ended, there is a surplus of new apartments and it is solely a question of the law of supply and demand bringing rents in the older apartments down to a proper level.

With all of this increased building activity it is not surprising that during the summer there developed a "runaway" labor market and that contractors as far away as Iowa were complaining that Chicago employers of labor were attracting workmen away from cities in that state by offering higher wages, with a result naturally to be expected, of a general increase in wages throughout the entire territory.

It is all part of a vicious circle. An increase of wages in the coal mines causes railroad workers to insist upon more money; this means increased freight rates which in turn force the steel industry to raise its rate of pay and this encourages the copper miners to strike, all of which affects building labor everywhere.

At this time the acute shortage of building mechanics has created a "runaway" market in many lines of building work. Reports from such widely scattered cities as Cleveland, Chicago, Des Moines, Philadelphia, Pittsburgh, St. Louis and San Francisco all showed a few weeks ago "runaway" labor markets in one or more trades.

The situation has been particularly acute in the plastering, plumbing and bricklaying trades.

An interesting illustration of this tendency occurred recently in New York City where it is related that plasterers whose union rate of pay in ordinary times is \$10 a day and whose scale at the present time is \$12, on a definite job asked for Sunday work at \$24 a day. As the owner was in a great hurry to get on with the building this request was granted. On the following Monday morning the plasterers served notice that they must have Sunday work again at the same rate or they would not continue to work on the job. Their demand was refused as it was found that their Sunday work had netted about a good half day per man. On being refused the workmen struck and quit the job.

Latest reports, as of the middle of October, from 60 representative cities indicate that the "runaway labor market" has



been halted, as least in most trades and the national building labor situation is becoming more stable. In a few places inordinate labor costs still prevail and there is still a great shortage of both plasterers and bricklayers generally throughout the country.

The outlook under these conditions for the resumption of the building of workingmen's dwellings is extremely poor. With building material prices increasing 10¼% since a year ago, and with labor prices skyrocketting, there is little prospect of workingmen's dwellings being produced. Instead of lowering rents, wages and prices to the old level, the most competent observers believe that these features of our economic system will probably adjust themselves in proper proportion at an entirely new high level. What this new level will be, no one is in a position to forecast. It is variously estimated, one observer predicting that it will exceed a 60% increase over all pre-war standards.

It is not strange that in view of this situation increasing demands upon Congress should manifest themselves for a relaxation of the country's present policy of restriction of immigration.

One element in this situation has been the lack of apprentices in the leading building trades, especially among plasterers and bricklayers. In the different centers of population throughout the country, citizens, as well as leaders in the building industry, are starting schools for the training of new workers in these industries. Chicago has started a school for the training of plumbers under the auspices of the Chicago Citizens' Committee of Fifty and San Francisco has similarly started classes in both plastering and plumbing with practical training for young men.

## ONE REASON FOR THE HIGH COST OF BUILDING.

A real service was rendered by Samuel Untermyer, Counsel to the Lockwood Housing Committee, in pointing out, as he did to the country some time ago, the extent to which the contractors in the building industry have exploited labor and made the public "pay through the nose". He points out that whereas contractors in the building industry have been paying common labor at the rate of \$6 per day per man, they have charged such labor to their customers at the rate of \$10 a day, or an increase of 66%; that where they have paid an electrical foreman \$10 a

day, they have charged their customer \$17.60 a day for his services, and so on through the whole scale.

These facts are so striking and so potent an element in the high cost of building that we give them in detail as given by Mr. Untermeyer in his published statement:

<i>Class of Labor</i>	<i>Paid Men</i>	<i>Chgd. Customers</i>	<i>P. C. Inc.</i>
Common Laborers .....	\$6.00	\$10.00	66
Rockmen .....	6.00	10.00	66
Blaster, per week.....	45.00	72.00	60
Blacksmith (inc. fuel & forge).....	7.00	11.00	57
Blacksmith's helper .....	5.00	8.00	60
Watchmen .....	6.00	10.00	66

#### MARBLE INDUSTRY EMPLOYERS' ASSOCIATION.

Building foreman .....	\$10.00	\$16.25	62
Building foreman's polisher .....	9.00	15.25	67
Setter and helper .....	16.00	25.75	61
Cutter or setter .....	16.00	24.50	53
Polisher .....	8.50	13.75	61

#### ELECTRICAL CONTRACTORS' ASSOCIATION.

Foreman .....	\$10.00	\$17.60	76
Journeyman .....	9.00	14.40	60
Helper .....	5.50	8.80	60

#### HEATING & PIPING CONTRACTORS' ASSOCIATION.

Journeyman steamfitter & steamfitter's helper .....	\$12.00	\$22.00	83
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#### ASSOCIATION OF ARCHITECTURAL IRON WORKERS.

Foreman .....	\$10.00	\$18.00	80
Helper and man .....	16.00	36.00	125
Finisher & helper, per week.....	47.00	144.00	206

#### MOSAIC EMPLOYERS' ASSOCIATION.

Setter and helper.....	14.50	22.00	51
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#### ORNAMENTAL BRONZE AND IRON ASSOCIATION.

Draftsman, per week.....	\$60.00	\$147.00	125
Men (unclassified) per hr.....	.79	3.00	279
Foundry moulders, per hr.....	.90	3.00	233

#### MASTER PAINTERS' ASSOCIATION.

Painters .....	\$8.00	\$12.00	50
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#### TILE, GRATE AND MANTEL ASSOCIATION.

Tile layer and helper.....	\$14.00	\$24.00	71
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It is not strange that in the light of this information there has come to prevail throughout the country a widespread belief that there is something "rotten in Denmark" in the building industry and that the industry needs to clean house.

They would do well to heed the advice given them by Herbert Hoover before the National Federation of Construction Industries some months ago. He said at that time:

The practices of some small minority are unendurable. They smear with shame the high standards of American business and labor, they drag in disrepute that vast majority of good men in these vital industries. This situation simply must be cleaned up.

## UNION LABOR BUILDS HOMES FOR ITS MEMBERS.

Union labor in Philadelphia is erecting dwellings for sale to such of its members who desire to purchase homes. For this purpose the Quaker City Co-operative Construction Association has been organized under the laws of Pennsylvania incorporating co-operative associations. The one point of deviation from a true co-operative association is the stipulation in the by-laws requiring the Board of Directors to be members in good standing of recognized labor organizations. The object, as set forth in their charter, is to buy, sell and hold real estate not for profit to the Association, but for benefit to members.

Membership is obtained by the purchase of one or more shares, of the permanent stock of the Association at \$25 each, and a membership fee of \$5. Membership is subject to the approval of the Board of Directors who can reject applications they deem undesirable. Members may subscribe to as many shares of the ordinary stock as they desire at \$10 per share, in installment payments. These shares are a form of savings fund paying 5% interest and withdrawable on time notice.

At present the Association has taken title to a plot of ground 113 feet deep on which to erect nine houses with 15 foot fronts. Architect's plans have been prepared and contracts have been let. Excavations and foundation work have been completed. These dwellings will probably cost \$5,200 each, a saving of over \$1,300

on the cost of dwellings of similar type erected by operative builders.

A large part of this saving is in charges which operative builders have to meet in the financing and sale of their houses. The Quaker City Co-operative Construction Co., being affiliated with the Producers' and Consumers' Bank, a labor union institution, has been able to obtain money at low cost. They also have no sales costs to meet, for they have now 15 applicants for the 9 properties.

Notwithstanding that wages in the building trades are above union rates, many of the workmen engaged in this construction have agreed to work at the lower union scale.

BERNARD J. NEWMAN,  
Philadelphia.

## BUILDING CODES AND HIGH COST OF CONSTRUCTION.

For years architects and builders have complained of unnecessary inconveniences suffered and expense imposed upon them through unscientific building codes, and efforts have been made by architects during the past decade to secure a national basic building code, but these efforts have never resulted in anything.

Shortly after his inception into office, Herbert Hoover actively took up this question as part of his programme to reduce waste. Accordingly in May, 1921, he appointed a representative Committee of 8 citizens, all of them experts in their fields, to take up this question and consider the preparation of a standard or basic building code which might serve as a model for the country, and which would be prepared primarily from the point of view of eliminating those requirements which scientific study showed to be unnecessary or wasteful of materials and labor, thus through eliminating waste reducing the cost of construction.

That Committee, composed of Ira H. Woolson, Chairman; Edwin H. Brown, Architect; William K. Hatt, Civil Engineer; Rudolph P. Miller, former Superintendent of Buildings, New York City; John A. Newlin, Lumber Expert; Ernest J. Russell, Architect, and Joseph R. Worcester, Consulting Engineer, has recently rendered a Preliminary Report under the title of "Recommended Minimum Requirements for Small House Con-



struction." It is emphasized that the Report is only a preliminary report and has been issued for the purpose of obtaining criticisms and suggestions, so that the Committee may put the Report in final form with a knowledge that it has had consideration by every interest in the country affected by it.

Bearing in mind this limitation that the Report as issued is entirely preliminary and subject to modification before publication in its final form, it may be of interest to point out some of its leading features.

In the first place, the proposed Code is not intended to be enacted as a federal law, but merely to serve as a standard building code to be promulgated by the Department of Commerce and thus to be available as a standard or basis for local building codes to be enacted either under state law or as municipal ordinances in every locality through the country whose size makes the regulation of building construction necessary.

It is pointed out in the Report that the Senate Committee on Reconstruction and Production which made a survey of the housing situation in many cities in 1920, found that most building codes were the result of compromise and political expediency rather than the result of engineering research. In some localities the restrictions proved a burden to the public rather than a benefit and construction costs were thus increased without serving any useful purpose and as a result housing development became unattractive to investors. There was also a startling lack of uniformity in the codes of different and neighboring communities and much confusion resulted.

The Preliminary Report deals only with the construction of dwellings that are meant to house not more than two families.

Purposely the Report does not include provisions with reference to such questions as the sizes of side yards, rear yards, proportion of lot that may be occupied or other questions dealing with adequate light and ventilation as these questions were not primarily within the scope of the Committee's work.

In making this Code for small houses, the Committee points out that its recommendations are for lower requirements than would be made for larger buildings. The regulations are also predicated upon the assumption that a high class of workmanship will be followed. For purposes of the Report a dwelling is defined as one intended to accommodate not more than two fami-

lies within the same party or division walls and one that does not exceed  $2\frac{1}{2}$  stories in height.

One of the most revolutionary suggestions is that which permits the use of an 8-inch brick wall up to 30 feet in height. Very few cities now permit so thin a wall but a majority of the officials in the country who have been consulted favor this size for such buildings. The use of these thinner walls is conditioned upon other methods of construction which should make the wall entirely safe for this class of building. As the Report points out, a very great saving will result from this reduction in wall thickness.

Similar changes in existing standards, allowing walls of lesser thickness, are recommended for hollow walls of either tile, concrete block or brick. Here 8-inch walls are permitted for the uppermost 20 feet, and 10 inches for the remaining lower portion. Hollow party walls are to have a minimum thickness of 12 inches.

The advent of the concrete dwelling house post-dates most building codes and therefore the majority of building codes throughout the country have most inadequate provisions dealing with this important type of building construction. The Report therefore lays down definite rules to follow in the construction of various kinds of concrete dwellings. In plain concrete construction, defined as that where the work does not contain more than  $2/10$ ths of one per cent reinforcement, the bearing walls must be at least 6 inches thick.

The Report deals at considerable length with the details of frame construction but no very great changes have been made in this respect. It also deals with plastering, rules for chimney construction, lining of flues, built-in garages and other phases of building construction.

The Preliminary Report is a voluminous document but not more voluminous than a code dealing with so detailed an industry as the building industry must necessarily be. The final report, we understand, may be looked for at an early date. When this is issued Herbert Hoover will have placed the country under one more obligation for valuable services rendered.

The Committee is to be congratulated upon its work; for, it has not only submitted a building code that will do away with the unnecessary elements of cost now involved in most building

codes, but it has prepared a constructive document that will serve for many years to come as the basis of legal enactments throughout the country and, if followed, will safeguard property and human life to an extent that it has not been safeguarded in the past.

Those communities—and they represent the major part of most communities throughout the country—that have been slothful and have not enacted building codes, as they should have done many years ago, are now in a sense better off than they would have been if they had followed the example of the other cities and enacted building codes some years ago; for, they now have a clean slate and can adopt the Department of Commerce code, resting assured in the knowledge that it is based upon scientific foundations; that it has been prepared not “as a result of compromise and of political expediency” but chiefly upon the basis of the *performance* of various materials under the most careful and scientific tests.

## LUMBER STRESSES—A FACTOR IN HIGH COSTS.

The average student of housing has heretofore believed that such technical subjects as the working stresses of structural timber had little relation to the solution of the housing problem. Now comes along the National Lumber Manufacturers' Association and in a study made by R. G. Kimbell of its Architectural and Building Code Bureau shows how even so highly technical and remote a subject as this has a vital bearing upon the housing question.

Mr. Kimbell points out that investigation shows that only 28% of the 410 existing building codes in cities throughout the country contain any requirements whatever with reference to working stresses for structural timber. It is stated that practically 92% of these cities fail to provide in any way for the economic use of lumber in buildings. Of the 117 codes which contain stress tables, 56 or 47½% have no stress values for dense Douglas Fir and 98 cities or 83% contain similarly no stress values for sound Douglas Fir; 17 of these codes or 14% make no provision whatever for dense Southern Yellow Pine and 58 or 49% similarly make no stress allowance for sound Southern Yellow Pine.

After discussing the technical aspects involved in this question, the report says:

Now, all this would be very interesting, but not especially vital, if the differences cited had no particular effect upon construction costs. But they do have an important effect upon the cost of building and it is for this reason that we urge a reform. To illustrate the effect that such stress variations have upon the cost of building and, consequently, upon the development and commercial growth of a community, suppose we follow through a concrete example of what occurs.

Let us assume that we are supporting a 40-pound live-load on timber joists. Let us also assume that the deflection element may be ignored in this particular instance and that the length of the supporting members are to be determined by the strength and not by the stiffness of the joists. We will suppose the span length to be 18 feet. This then, is what happens in 2 cities, City "A" and City "B", where City "A" in the provisions of their building code, allows a working stress in bending of 1,600 pounds per square inch, and where City "B" allows a working stress of only 1,000 pounds per square inch for the same kind and quality of wood.

The enterprising citizen of City "A" who contemplates home ownership, can use wooden joists 2 inches wide and 10 inches deep (2" x 10") spaced 16 inches apart. His neighbor in City "B", if he uses the same size joist, must space those joists 10 inches apart and use over 1/3 more material than he would be required to use if he built in City "A", or he may space his joists 16 inches apart just as his friend in City "A" did; but if he does that, he will have to use joists 3 inches wide and 10 inches deep (3" x 10") or 2 inches wide and 14 inches deep (2" x 14"). If the latter he would use 40% more material than was required to support the same load in City "A", and if the former 50% more material would have to be used.

It is thus seen how vitally important to the cause of housing is even so technical a question as this of working stresses of structural timber.



## ADVANTAGES OF STANDARDIZATION.

John M. Gries, Chief of the Division of Building and Housing in the Department of Commerce at Washington recently made an interesting presentation of the advantages that would accrue to the public and the building industry through greater standardization of the various materials that enter into building construction and especially through the elimination of the vast number of varieties of product that are now to be found in these industries.

As illustrative of what can be done in the way of standardization he cited the case of paving brick where a short time ago the paving brick producers were making about 66 different sizes. As a result of a meeting held in the Department of Commerce with the makers of paving brick, architects, engineers and others, it was decided to eliminate all but 11 sizes.

Similarly with regard to window glass. Mr. Gries points out that wholesale sash and door dealers often advertise more than 400 different styles and sizes and asks "Is there need for 100 or 150 sizes of single strength glass and approximately the same number of sizes of double strength glass?"

As stated by Mr. Gries, the chief advantages from standardization may be summed up as follows:

### ADVANTAGES FOLLOWING STANDARDIZATION AND THE ELIMINATION OF VARIETIES.

(1) Reduces investment in plant equipment of manufacturers. Fewer different machines will be needed and less floor space will be required.

(2) Reduces the intermittency in employment and irons out the peaks of production.

(3) The manufacturer can better judge the demands for the season and thus produce largely for stock. Manufacturing to order will be reduced.

(4) By manufacturing largely for stock, labor can be employed more steadily and the labor turnover reduced resulting in more efficient workmen.

(5) The manufacturer needs no longer be equipped to take care of the high seasonal peak as the power company must now

be equipped. Production costs are usually less where they are relatively constant.

(6) Laborers will be more efficient, for they have fewer sizes and designs to work with, and as steady employees they produce more than they do where the labor turnover is high. They not only produce more but make a better product.

(7) Fewer sizes and styles make shipments more prompt, reduce the number of unexpected shortages in stock which often upset the plans for the day or week, and reduce the cost of taking inventory and result in fewer errors.

(8) There are fewer items to record on the invoices, less clerical work and fewer opportunities for mistakes. Misunderstandings will be few.

(9) The smaller the number of designs the more carefully these designs can be worked out resulting either in better designs, lower costs, or both.

(10) The building material dealer need not carry such a large stock of specialties and can do more business in the same sized yard or store. He will not have capital tied up in slow-moving or dead stock.

(11) With fewer sizes and shapes the dealer can order earlier in the season and avoid transportation difficulties.

(12) Litigation will be reduced with a reduction in the varieties and in carefully described qualities.

(13) More uniformity in specifications, purchase orders, and contracts will also eliminate much misunderstanding and resulting litigation.

(14) The builder will be able to estimate, order, buy, and handle with less difficulty.

(15) The building trades labor will be more efficient, for they do not have to know how to handle to advantage thousands of different sizes and shapes.

(16) Building owners will gain from being able to use stock materials in maintenance and alteration work.

(17) The public, too, will gain from the economies brought about in the construction industry, and with public advantage the volume of business falling to the construction industry will be greater.

## AN INTENSIVE ANALYSIS OF THE BUILDING INDUSTRY.

Over a year ago the Philadelphia Housing Association and the National Federation of Construction Industries organized the Philadelphia Construction Conference. The 15 representative members were actively interested in promoting better feeling in the building industry. They aimed to popularize a programme to eliminate waste in industry, develop apprentices and encourage economies in the construction trades.

On August 17th this Construction Conference adopted the programme of the American Construction Council and reorganized under the name of the Philadelphia Building Congress.

The Congress now has 30 members, representative of various groups engaged in building construction, including union labor. These members have been divided into active committees, which are at present making analyses of all available data affecting the building industry of Philadelphia and its environs. At present one group is studying the wages of building trades' workers as compared with those of other trades; another committee is collecting information on occupational hazards; a third committee is studying the building programme for the present and coming year, and making a quantity survey of materials needed, while other committees are obtaining correlating information.

No such intensive analysis of the building industry has heretofore been undertaken in Philadelphia.

BERNARD J. NEWMAN,  
Philadelphia.

## HOW MUCH CAN A MAN PAY FOR A HOME?

A very real service has been rendered to the cause of home ownership by the Division of Building and Housing of the U. S. Department of Commerce which has recently prepared important information for the guidance of the average man in home financing, showing the relation between the cost of a home and his annual salary or income.

The Department of Commerce has reached the conclusion that a man may safely own a home worth one and one-half to two and one-half times his annual income. After pointing out that

the chief difficulty in purchasing a home on the instalment plan lies in the fact that the payments during the first few years are heavier than in the latter ones, it shows, in addition to the money that would ordinarily be paid out for rent, that savings or extra earnings must be devoted to the paying off of the principal on loans in order to get through these first few years.

The following example is given:

A man who earns \$2,000 a year buys a house and lot costing \$4,000. He has \$1,000 cash to pay down on it, and obtains a loan of \$3,000 or 75% of the value of the property, from a building and loan association.

#### COST PER YEAR FOR A \$4,000 HOUSE.

	<i>Per Year</i>
Payments on \$3,000 B. & L. shares at $\frac{1}{2}\%$ a month or 6% a year (savings) .....	\$180.
Interest on \$3,000 loan at 6%.....	180.
Interest on \$1,000 cash at 5%.....	50.
Taxes (vary locally) .....	75.
Insurance .....	5.
Upkeep at $1\frac{1}{2}\%$ .....	60.
	<hr/>
	\$550.

Of the total income of \$2,000, the \$550 represents  $27\frac{1}{2}\%$ , divided as follows:  $18\frac{1}{2}\%$  for rent; 9% for savings. In about 12 years the loan is paid off, and the home owned free and clear.

#### THE AMERICAN CONSTRUCTION COUNCIL.

The formation in Washington last June of the American Construction Council marks an important step in advance for the welfare of the nation. It is the culmination of the efforts of Herbert Hoover since his appointment as Secretary of Commerce to bring about a recognition on the part of the component elements of this great industry of their unity as a whole and the part they should play in the nation's development.

Among the subjects suggested by Secretary Hoover at this meeting as worthy of the consideration of this new organization were standardization of grades, inspection of and simplification



of dimensions of construction materials, the collection of statistics, the encouragement of home building, Zoning, proper building codes, seasonal and intermittent employment, jurisdictional disputes, apprenticeship, vocational training and in general the elimination of unnecessary speculation and the better functioning of industry in regard to our national needs.

This new organization states its purposes as follows :

For the first time in the history of American industrial development, a great industry will attempt through an organization known as the *American Construction Council* to unite all of its elements, including architects, engineers, general contractors, representatives of construction labor, manufacturers, material dealers, representatives of government bureaus, and public utility departments, in a commendable effort to establish the standard and efficiency of the construction industry and improve the service which that industry renders the public.

\* \* \* \* \*

The American Construction Council will bring together the many component parts which make up the industry and will carefully analyze their common problems looking toward a better understanding of them and towards a satisfactory solution of these problems.

\* \* \* \* \*

The first efforts of the Council will be devoted to a solution of the more pressing of the many problems which await settlement. Among the most important of these are:

The formation of a code of ethics acceptable to the industry and to the public ;

The gathering of adequate statistics so that the industry may operate intelligently. While there are partial statistics collected by many sources, they have not been brought together and interpreted in the light of all the facts ;

A reduction of the national shortage of building mechanics and the establishment of the necessary apprenticeship system ;

A national study of building codes and the working out of a programme for carrying the recommendations into effect ;

A revision of the existing freight rates on construction materials;

A stabilization of the construction industry to mitigate the evils of seasonal employment and the trade migration of labor;

The encouragement of local building shows and the adoption of a publicity programme capable of giving the public an adequate conception of the magnitude and work of the construction industry.

The Council now has 173 members. Its membership is so diversified among individual and national associations that it contains representatives of every element interested in the construction industry. The new Council is headed by Franklin D. Roosevelt, former Assistant Secretary of the Navy, as President. Its headquarters are in the Munsey Building, Washington. Its Executive Committee is composed of some 44 members, constituting 11 different groups in the building industry, including architects, engineers, general contractors, sub-contractors, labor, manufacturers, dealers, financial, bond, insurance and real estate organizations, utilities, state, federal, county and municipal officials, builders' exchanges and employers' associations.

At the first organization meeting of the Executive Board it was determined to make the initial work of the new Council an attack on one of the fundamental problems in the construction industry, the lack of steady employment due chiefly to intermittent and seasonal fluctuation of work.

## A ZONING PRIMER.

Secretary Herbert Hoover of the Department of Commerce has recently issued through John M. Gries, Chief of the Division of Building and Housing in that Department, several documents on the subject of Zoning.

One of these bearing the unfortunate title of "A Zoning Primer" has been prepared by the Advisory Committee on Zoning with the purpose of providing persons throughout the country who wish to take up Zoning with a clear and concise statement of what Zoning is and why it is necessary and what it accomplishes.

This "primer," a 7-page document, was published in the early

summer and has already had wide circulation. We understand something like 30,000 copies have already been circulated. It discusses such questions as:

What is Zoning? Why Do We Need Zoning? Zoning Protects Property and Health, Zoning reduces the Cost of Living, Zoning is Legal, and How to Get Started, and outlines a Zoning Programme.

It gives a list of those states in which Zoning is authorized by law and mentions some of the 66 municipalities in the United States which on May 22nd, last, had already enacted Zoning Ordinances. Copies of this document can be obtained from the Superintendent of Public Documents, Government Printing Office, Washington, for 5 cents.

## A BIBLIOGRAPHY OF ZONING.

Supplementing the Zoning "Primer" the Department of Commerce last May issued a 12-page multigraphed "Selected Bibliography on Zoning," issued by John M. Gries, Chief of the Division of Building and Housing, and upon the authority of the Advisory Committee on Zoning and prepared by Theodora Kimball.

The especial value of this bibliography is to be found in the fact that it is not only a selected bibliography, but also a classified one, the various more important books and documents on the subject being grouped under the following main headings:

General; Advantages and Disadvantages of Zoning; Arguments for Zoning; Arguments Against Zoning; Agencies and Administration; City Planning and Zoning; Districts—Types of; Legal Aspects—Laws and Court Decisions; Zoning Programmes, Educational Campaigns, Publicity; Technical Procedure and Bibliography and with an index of individual authors and of periodicals, organizations and official commissions.

This admirable bibliography can be obtained upon application to the Division of Building and Housing of the Department of Commerce at Washington, free of charge.

## A STANDARD ZONING LAW.

In addition to these two educational documents, the Department of Commerce after many months of careful preparation on the part of the Advisory Committee on Zoning, issued in August a "Standard State Zoning Enabling Act" under which municipalities can adopt Zoning Regulations.

This Act was prepared by a sub-committee constituted as follows—Lawrence Veiller, Chairman, and Edward M. Bassett and Morris Knowles.

The Act has been prepared to serve as a standard law which the legislature of each state can enact with slight modification to suit local legislative rules and methods of procedure, the purpose of it being to provide a legal foundation for the enactment of subsequent Zoning ordinances by the municipalities of the state. The Act is contained in 9 sections dealing with the following subjects: Grant of Power; Districts; Purposes in View; Method of Procedure; Changes; Zoning Commissions; Board of Adjustment; Remedies; and Conflict with Other Laws. Numerous and full foot-notes are appended throughout the text explaining the reasons for particular enactments and pointing out the dangers inherent in certain practices and warning against the use of certain terms that are to be found in some of the enabling acts that have already been adopted in various states.

In addition to these foot-notes, the Act is preceded by a series of 13 General Explanatory Notes in which it is pointed out that an enabling act is advisable in all cases even for those communities that possess home rule charters; that as a rule constitutional amendments to permit Zoning are unnecessary. Caution is given against modifying the Standard Act except where absolutely necessary and especially against changing the phraseology unless there is some strong affirmative reason therefor. The Act contains no definitions and the reasons for this are pointed out. There is also a discussion of the failure to include in the Act a declaration that the Act is not retroactive and a discussion is had of the danger of "Interim Ordinances".

This Standard Zoning Act has been issued in multigraphed form in a pamphlet comprising 20 pages. Since it was made public, criticism of it has been sought and it has been deemed wise to make a number of slight changes. A new and revised edition will shortly issue from the Department of Commerce in



printed form. All persons who have received copies of the first edition are advised to obtain copies of the revised edition when issued.

Irrespective of the kind of enabling act which may be on the statute books at the present time, every state in the country is strongly advised to secure the enactment of a new enabling act following closely the lines of this Standard Act, modified only to the degree that it is necessary to make it conform with the legislative practice and customs of that state.

### “ZONING” THAT WAS NOT ZONING.

The village of Forest Park, Illinois, passed a so-called Zoning ordinance which provided that it was unlawful for any person to build a machine shop, public or private garage for more than 5 automobiles, laundry, box factory or other similar building within 1,000 feet of any hospital, church, or public or private school. In a case involving the question whether a landowner could build a factory for the manufacture of kitchen cabinets within the prescribed limits, the Supreme Court of Illinois decided, that in this particular the ordinance was void, and further said that “an ordinance is void which prohibits one citizen from conducting a particular kind of business in a certain locality and permits another to engage in the same character of business in the same locality merely because the latter had established his business before the ordinance was passed” (*People ex rel. Edward Roos v. Henry Kaul*, 302 Ill. 317).

This decision created consternation throughout Illinois, and especially in Chicago where preparatory work for a Zoning ordinance is rapidly going forward. Some said that the only thing to do was to pass a constitutional amendment permitting cities to Zone.

The decision of the court appears to me to be correct, although we would all wish that the court had distinguished the unlawful ordinance from concededly lawful ordinances. Zoning regulations under the police power must relate to health, safety, morals and the general welfare. The court in this case appears to me to say that under circumstances that have no relation to the police power a lawful business (not a nuisance *per se*) cannot be prevented after a date while the same business is permitted if carried on before that date.

One trouble with Zoning efforts all over the country is that Councils think they can accomplish all sorts of piece-meal purposes, sometimes aesthetic and sentimental.

Sometimes they Zone not according to the recognized police power but for all sorts of notions of increasing a town's prosperity, or lifting values, or excluding necessary callings that superfine people may object to.

An analysis shows the absurdity of the Forest Park ordinance:

(1) It has no relation whatever to the police power. A laundry nearly a quarter of a mile from a church is not necessarily unsafe, unhealthful nor immoral.

(2) It is not Zoning. There is no application of the intelligent human mind to the regulation of uses in localities. It is made to depend on the fortuitous location of a church or school nearly a quarter of a mile away.

(3) It is confiscatory, as the court points out.

(4) It is arbitrary. There is no adjustment to the surrounding environment which makes it reasonable. (*See Lincoln Trust Company v. Williams Building Corporation*, 229 N. Y. 313).

(5) It is "traveling." A new church or new school will create a restricted circle within a radius of 1,000 feet. The burning of a church or school takes off a similar restriction somewhere else.

These dreadful examples of Zoning naturally perplex the courts. They come before judges not informed on modern comprehensive Zoning, the briefs often cite nuisance cases only, and it is no wonder that the courts make their decisions broader than necessary.

It seems to me that it is premature to say that a constitutional amendment is necessary in Illinois. The Illinois courts will undoubtedly uphold a comprehensive, impartial, non-confiscatory Zoning ordinance passed in accordance with the enabling act and based strictly on the police power. The Forest Park case cannot be cited as a Zoning case because the ordinance had no element of lawful Zoning.

E. M. BASSETT,  
Counsel, N. Y. Zoning Committee.

## THE ECONOMIC HEIGHT OF BUILDINGS.

Housing experts have for many years urged the limitation of the height of buildings and have based their arguments upon the disadvantages to the community of buildings of undue height chiefly from the point of view of their interference with adequate light and air for neighboring buildings, their effect upon street traffic, and for similar reasons.

Now a Chicago realtor, George C. Nimmons, points out that from the economic point of view buildings of undue height are a mistake. In connection with the Zoning work of the Zoning Committee of the Chicago Real Estate Board, Mr. Nimmons made a study of the economic height of a modern office building, assuming for this purpose a corner plot of ground 160 by 172 feet, with a land value of \$1,500,000. Estimates were then prepared showing the cost of erecting upon this plot a suitable office building with a central court and having two sides fronting on streets. These estimates were made respectively for buildings of 5, 10, 15, 20, 25 and 30 stories. From tables submitted showing in great detail land and construction costs, overhead and annual expenses and income, the conclusion is reached that under the particular conditions assumed, the culminating point of profit is in the 20-story building and that any number of stories from 15 to 25 are nearly equally profitable as regards return on the investment.

Above a height of 20 stories there is a quick drop in the percentage of return from the additional investment caused by the increased height. By increasing the height of a 20-story building to 25 stories, yields only 4.7% return on the additional cost. With a 30-story building the profit on the additional expenditure practically vanishes, becoming less than one-sixth of one per cent.

Ernest P. Goodrich, Vice President of the Technical Advisory Corporation of New York, who, with his partner George B. Ford have done pioneer work in this field, commenting upon these statements of Mr. Nimmons has the following to say:

The figures presented do not include the important element of depreciation on the building which I consider a most important factor in the proper evaluation of this problem. It is a fact, however, that its inclusion will reduce the height of building for which the maximum return will be obtain-

able, provided all other factors are those assumed by Mr. Nimmons, only from 19 stories to 18 stories.

The whole computation made by Mr. Nimmons, even with these modifications, proves what we have always claimed, viz., that high buildings are not particularly advantageous. Our studies show that buildings 15 stories high or even less, will return the investor so close to the maximum amount obtainable that municipalities could very properly restrict heights to that figure and by so doing would not appreciably reduce the economic return, while at the same time lessening street congestion, the difficulty of fighting fire and other social problems.

## REGIONAL PLANNING.

Thus far the United States has been slower to take up the subject of Regional Planning than has England, where extraordinary progress has been made in this field in recent years. A step of great importance in this direction was the Second Regional Planning Conference of California, held at Long Beach, Cal., last April, the First Regional Conference of this kind having been held on January 21st of this year, at Pasadena. Copies of the Proceedings of the First Conference comprising a pamphlet of 24 pages can be obtained by addressing the Regional Planning Conference, care the Board of Supervisors, Hall of Records, Los Angeles, California.

## ZONING PROGRESS.

In Columbus the preliminary Zoning plans are now being prepared and it is expected will be ready for submission early in the new year.

Providence is one of the Eastern cities that has recently actively taken up Zoning and Zoning statutes are now under way under the supervision of a Committee of the Council and a Zoning plan and ordinance is being prepared by Robert Whitten as consultant.

Akron adopted a Zoning Plan and Ordinance last July which became effective on September 15th last.

What threatened to be a legal test of the Lakewood, Ohio,



Zoning Ordinance has been settled out of court, the subject in dispute, we understand, having been the moot question of the propriety of erecting stores and apartments in a private dwelling district.

## A ZONING MOVIE.

The *American City Bureau* has developed a moving picture film on Zoning. This film will soon be available from both San Francisco and Chicago, but at the present time all orders for bookings should be addressed to the New York office at the Tribune Building. A charge for the first day's use of \$10 is made to members, and \$12 to non-members, and for each day thereafter of \$5 to members and \$6 to non-members.

In calling attention to the service, the *American City Bureau* says:

If in your city, it is still possible for a man to do as he pleases with his property, without regard for the rights of his neighbors, you will want this film, for it shows clearly not only the damage that can be done by unregulated building, but also how Zoning regulations preserve and protect existing residential, business and industrial districts.

It shows how progressive American cities are insuring the soundness of their future growth.

It is simple and practical, moreover it has been tested. In its first public showing it resulted in a unanimous vote for Zoning.

## ZONING IN PITTSBURGH.

Work on Pittsburgh's Zoning Ordinance which has been in course of preparation for nearly two years is now nearing completion and the ordinance will be presented at an early date to the people of Pittsburgh. Under the leadership of the City Planning Commission with Morris Knowles as Chairman and Frederick Bigger as Secretary an effective campaign of education of the public as to the advantages of Zoning and the need of it in Pittsburgh have been carried on for several months past. An important factor in the Pittsburgh situation has been an organization of citizens known as the "Citizens' Committee on

City Plan" which has stood behind this work from its inception.

One of the effective methods which this organization has employed is the publication of a monthly bulletin called "Progress", in which both Zoning and city planning problems are effectively discussed with copious illustrations by means of photographs and cartoons.

A recent issue of this little bulletin contains an effective cartoon carrying out the thought back of the idea first expressed by Herbert Swan "You wouldn't think of keeping your piano in the kitchen, would you?" This cartoon shows a cross section of a house with the different rooms variously occupied. In the kitchen is the cookstove and the piano, in the parlor is a bookcase, an easy chair, a standing lamp and in the center of the room a washbasin and bathtub with a citizen taking a bath. One of the bedrooms shows a bed, and at one end of it the kitchen sink and laundry tubs, while the other bedroom seems to be given up to laundry work with a washing machine and the wash hanging out to dry on the line, and finally, to cap the climax, the attic is taken up with a touring car and labelled "Garage". This effective presentation should go far to persuade the citizens of Pittsburgh of the folly of our present methods of building cities.

## CLAMORING FOR ZONING LAWS.

That Zoning is a popular measure, no one has doubted for several years. How popular it is was recently made evident in the city of Syracuse where the embattled citizens arose in their wrath and clamored so effectively for the immediate passage of a comprehensive Zoning ordinance that all opposition was broken down and the ordinance desired speedily passed.

The situation had become aggravated by the fact that the courts had handed down a decision declaring certain piecemeal ordinances passed in previous years to be illegal and void and asserting that property development should not be restricted except by a comprehensive Zoning system applying to the entire city.

## THE CHICAGO SITUATION.

Notwithstanding the decision of the Illinois Supreme Court in the Forest Park case commented on elsewhere in this issue, the

city of Chicago has been proceeding most effectively with its preparation of a Zoning ordinance.

Under the direction of Edward H. Bennett and William E. Parsons, Consultants to the Chicago Zoning Commission, the necessary surveys have been proceeded with and are now about completed. A most attractive pamphlet under the title "Zoning Chicago" setting forth the problems confronting the Commission, was published last April. This pamphlet contains unusually excellent and clear colored plates showing Land Occupancy, Height of Buildings and Depreciation of Values in three separate maps for the same district. No student of the technique of Zoning or city planning should fail to avail himself of a copy of this pamphlet as it marks a high water mark in the presentation of the subject.

## ZONING AND HEALTH.

Students of the Zoning movement will find most valuable material to use as a supporting argument for Zoning a city in an article by Charles B. Ball, Chief Sanitary Inspector of the Chicago Health Department on "The Health Value of City Zoning". In this article Mr. Ball discusses such questions as Natural Light and Air Essential, The Unregulated Development of Cities, The Fundamentals of Zoning, Influence of Use Provisions Upon Health, Major and Minor Nuisances, Open Spaces About New Buildings, Land Overcrowding, &c.

Mr. Ball has also recently made a distinct contribution to the cause of Zoning by his article on "Some Misconceptions of Zoning".

## A ZONING CLASSIC.

The last word on the subject of Zoning is to be found in the revised edition of Edward M. Bassett's pamphlet "Zoning" issued during the summer by the National Municipal League, 261 Broadway, New York City, known as Technical Document No. 5. This pamphlet not only contains a complete discussion of the whole question of Zoning from the popular point of view, but also contains a list of all of the leading court decisions, also Theodora Kimball's bibliography on Zoning.

## A FLIGHT OF ZONING STEPS.

### STEPS TO TAKE IN ZONING YOUR CITY.

By Chas. B. Ball, Dept. of Health, Chicago, Ill.

1. Secure the passage by your State Legislature of a general enabling act, unless your State already has such an act.  
ZONING NEEDS A STABLE FOUNDATION.
2. By city ordinance provide for a Zoning Commission and define its powers.  
ZONING MUST BE PERFORMED BY AN AUTHORIZED BODY.
3. Select and appoint a small commission of your most trusted citizens.  
ZONING MUST BE DONE BY TRUSTWORTHY MEN.
4. Engage an expert advisor and an adequate staff.  
ZONING IS A PROFESSION, THE PRACTICE OF WHICH REQUIRES PROPER TRAINING AND EXPERIENCE.
5. Collect specific data over the entire city in regard to the use and height of existing buildings, the vacant spaces about them, the character of industries, the locations of business establishments, the values of land, the distribution of population, the tendencies of development, etc., etc.  
ZONING MUST BE BASED ON AN EXACT KNOWLEDGE OF THE FACTS.
6. Present in graphic form the data collected so that persons not especially skilled in the reading of maps and diagrams can understand the grouping of different kinds of uses and the tendencies of development in different parts of the city.  
THE BASIS OF ZONING SHOULD BE PRESENTED IN A FORM READILY COMPREHENDED.
7. Adopt, after careful consideration, a classification of buildings for business, industry and residence, with respect to their use, height, the percentage of lot occupied, setbacks from the street line and the intensity of the use of land.  
ZONING SEPARATES ONE KIND OF USE FROM OTHER USES WHICH ARE INCONSISTENT WITH THAT USE.
8. Construct a tentative zone plan by dividing the city into districts according to the classification proposed and indicating the boundaries of the districts for each classification.  
ZONING REQUIRES BOTH A MAP AND ORDINANCE FOR COMPLETE FORMULATION.
9. Draw up and publish a tentative ordinance describing by districts the kinds of use and height permitted for new buildings, the extent of open space required, the set backs proposed and the intensity of use of land allowed, and present this ordinance and the zone map for consideration in public hearings where objections to the plan may be discussed and arguments in its support presented.  
ZONING MUST DEMONSTRATE ITS REASONABLENESS TO THE PROPERTY OWNER.
10. Modify the tentative ordinance, if necessary, and secure its adoption by the city council.  
ZONING MUST MEET THE APPROVAL OF SUBSTANTIALLY THE ENTIRE COMMUNITY.
11. Enforce the ordinance, care being taken to make modifications only after considerable tryout, and at the same time not to work undue hardship.  
ZONING ORDINANCES MUST NOT BE SUBJECT TO FREQUENT CHANGES.



## REACTION IN CLEVELAND.

Cleveland, which has always been pointed to with pride as one of the cities in America where city planning is not merely talked about, but actually carried out, seems to be suffering from a reactionary movement. Under the guise of economy the services of the experts of the City Planning Commission and Zoning Commission have been discontinued and the Zoning ordinance is apparently suspended in limbo.

What will cause much concern to city planners throughout the country is to learn that the well-thought-out scheme for the famous Group Plan for Cleveland on which some of the best technical ability of the country had been at work for many years, is being abandoned through the skillfully engineered campaign to establish the long-talked-of and much deferred new Union Station in the Public Square in the heart of the city instead of on the lake front in connection with the group of public buildings that had been developed in accordance with a consistent plan of which the new Union Station and the preservation of the lake front was a vital part.

When a Clevelander was recently asked how it happened that so vital a change had been made in a scheme which had been so well thought out, he replied "Cleveland was sold on the idea of putting the new Union Station in the Public Square." He was right. Cleveland was "sold."

## IN DETROIT.

Detroit is now in the throes of a popular discussion of its proposed Zoning Ordinance prepared under the direction of T. Glenn Phillips, consultant and secretary to the City Plan Commission of Detroit, the proposed ordinance having been made public last May.

The ordinance follows the lines of other ordinances throughout the country dividing the city into four classes of "Use" districts, viz., Residence, Commercial, Industrial and Unrestricted, as well as into a number of Height and Bulk districts with maximum permitted heights as follows—35 feet, 50 feet, 70 feet, 100 feet, 150 feet and 200 feet.

In each of these districts in addition to height limitations there are imposed varying limitations on sizes of rear yards, side yards,

percentage of lot that may be occupied, number of families that may be housed and also requirements for front setbacks in some of them.

It is the provisions limiting the height of buildings which seem to have given rise to the chief opposition, a few owners of potential office building property for selfish reasons opposing the ordinance because of its possible interference with plans for the development of their property to the maximum limit of use. This opposition is not expected to prevail and the early passage of the Detroit Zoning Ordinance may be reasonably anticipated.

## CITY PLANNING IN ACTION.

A most significant accomplishment in City Planning has been made possible through the co-operation of city, county and federal authorities under the guidance of the newly appointed City Planning Commission at Kenosha, Wisconsin. The county was about to erect a \$1,000,000 court house and had purchased a site. The City needed a new post office. The Board of Education proposed to erect a new central high school and a new technical school. In the course of a very few years a new City Hall will be needed. The opportunity for a municipal building group seemed present and the County Board of Supervisors were persuaded to withhold action on the court house until plans for a group scheme could be worked out. A scheme was drawn and finally agreed to by all concerned which involves a change in the court house location, acquisition of property by the Board of Education, a new post office building and two street widenings.

Construction will soon begin on the Court House on its new site. Some complications arose concerning exchange of properties, the city taking over the site first acquired for the Court House and purchasing the new site. The city is now acquiring options on land needed for the open space or mall about which the buildings will be grouped, and has started legal proceedings for the widening of Sheridan Road throughout the city, one of the two streets to be widened in connection with the group plan. The Board of Education owns one block of ground facing the mall and will soon acquire a second. A representative of the post office department recently came to Kenosha and after examination agreed to the new post office location.

The group plan is adjacent but just outside of the business district, being connected therewith by a street of 130 feet in width. This street will be continued through the group, 130 feet wide, and about four blocks west to the Northwestern Railroad where it is hoped a new station will be erected in connection with a grade separation scheme, thus affording a most dignified and appropriate entrance to the city.

Virtually all the elements of a comprehensive city plan—streets, transit, railroad, Zoning, civic art—were brought into play in the ramification of a single project. Many problems, otherwise unsolvable, were simplified in the development of the city plan.

## AT MEMPHIS.

Substantial progress on the execution of the major street plan of Memphis has been made in recent months. The Adams Avenue extension to Jefferson has been completed and opened. It is much used by a constantly growing volume of traffic and a considerable increase in nearby property values is to be observed. The Linden-Lamar opening was completed and thrown open to traffic early in October. A decision by the Supreme Court sustaining the right of the city to levy benefit assessments beyond the confines of a street opening or widening has removed the delay in four large proceedings—South Second and South Third Street opening and widening, Union Avenue widening and North Parkway extension. These projects should now be completed in 1923.

Final hearings have been held on the Zoning ordinance. Little opposition was manifest and it is expected the ordinance will receive final reading and will be passed October 31.

Railroad officials have agreed on one large grade separation project, Bellevue Boulevard, and a programme of gradual grade separation is now being worked out.

## IN UTICA.

The preparation and publication of the Utica major street plan so focused attention upon the city's needs in this respect that the acquisition by purchase by the city council of the old Erie

Canal bed was made possible over the objection of individuals who tried to prevent city action in order that they might secure certain valuable frontage. A valuable and much needed new east and west thoroughfare through and beyond the business district will now be made.

## PITTSBURGH.

After much debate the integrity of the Pittsburgh plan has again been maintained in the Manchester Avenue project. Manchester Avenue is a 60-foot street in the old town of Allegheny, leading west from the new Manchester bridge over the mouth of the Allegheny River. It is the Lincoln Highway. The major street plan recommended an eventual width of 80 feet with a 54-foot roadway. Petitions for paving the street were received by Council and the Citizen's Committee on the City Plan of Pittsburgh urged immediate provision for the widening of the street. This recommendation was opposed because of its expense. The longer the discussion lasted the more evident to all concerned became the wisdom and need of the widening. Local property owners' associations came to the support of the recommendation and finally Major Magee, long remembered for his vigorous support of city planning, took a hand and the Council decided upon a 54-foot roadway and 80-foot street.

## ZONING IN GRAND RAPIDS.

Final hearings have been held on the Grand Rapids Zoning ordinance, which is expected to pass without material change about December first. There has been little objection and vigorous newspaper support. Virtually the only objection to the ordinance came from the owner of a laundry located in a district which is exclusively residential and so Zoned. The owner of the laundry has a considerable reputation as a public spirited citizen. His laundry was located in advance of residential development, is well conducted and is not the nuisance that such buildings usually are. The laundry owner organized all property owners who had been Zoned as "non-conforming" and as a result a most thorough discussion ensued of this very difficult part of a Zoning ordinance. What is believed to be an absolutely fair and



impartial set of provisions for non-conforming uses and board of appeal provisions was arrived at.

The transit plan has been accepted by the transit company and two re-routings, one extension and two bus line extensions have been made in conformity therewith. The transportation plan, involving a new union station, new freight terminals and complete grade separation scheme is now in the hands of a committee of engineers representing the railroads for consideration.

## IN ST. LOUIS.

The last two and probably the most important large projects of the major street plan have been authorized. An ordinance has passed for the widening of Market Street from 60 to 100 feet throughout its length. The estimated cost is \$8,000,000. The two blocks in front of Union Station will be acquired as a plaza under this ordinance which is the first street widening to pass through the business district. The widening and extension of Gravois Avenue, the great southwest artery, has been agreed upon and the survey is now being made. This will be a 100-foot street connecting with South Twelfth Street and corresponds to the 100-foot thoroughfare now being created by ordinance for a distance of 7 miles through the northwestern part of the city. A section of the widening of this latter thoroughfare from 60 to 100 feet for a distance of 1½ miles was recently secured by voluntary dedication through a scheme of adjusted compensation and dedication involving co-operation of every property owner on either side of the street.

On February 14, 1923, St. Louis is to vote on a \$78,000,000 public bond issue, of which \$40,000,000 is for the following purposes:

Opening and widening streets, \$11,250,000; Land for public building group plan, \$5,000,000; Municipal Auditorium (in group plan), \$5,000,000; New Court House (in group plan) \$5,000,000; Soldiers' Memorial (in group plan), \$1,000,000; River des Péres Plan, \$11,000,000; Park Acquisition, \$2,250,000.

HARLAND BARTHOLOMEW,  
City Plan Engineer, St. Louis.

## THE STABILITY OF ZONING.

An interesting contribution has been made to the subject of Zoning by Edward M. Bassett in a statement issued by him in the early summer in which he summarizes the operation of the New York Zoning Ordinance since it was adopted in 1916 until the year 1922.

In this time 158 applications for changes in the Zoning map and ordinances were granted by the local authorities and 134 were denied. Commenting on this, Mr. Bassett points out that these figures tend to show that changes are not too easily obtained and rightly says that "this is as it should be" because when an owner builds according to the Zoning requirements he ought to be protected against easy changes of surrounding requirements. A study in detail of the 158 changes is of interest. It shows that of these, 143 relate to Use, 11 to Area and 4 to Height.

In 1916, the first year, the 4 changes made all relaxed the restrictions; in 1917, 36 relaxed and 7 strengthened the restrictions; in 1918, 20 relaxed and 6 strengthened; in 1919, 13 relaxed and 7 strengthened; in 1920, 12 relaxed and 15 strengthened; in 1921, 15 relaxed and 23 strengthened. In other words, in 1916 there was no strengthening, in 1917 the strengthening as compared to relaxation rose to 19%, in 1918 to 30%, in 1919 to 54%, in 1920 to 125%, and in 1921 to 153%.

As Mr. Bassett points out, during the last 2 years of the operation of the Zoning requirements, the changes strengthening the requirements exceeded those relaxing them and each year the proportion of changes strengthening the requirements has increased. Commenting on this Mr. Bassett says:

These figures show not only official support of the Zoning plan, but they show clearly that property owners are gradually favoring the strengthening of the Zoning requirements rather than their relaxation. The Building Zone system of New York may be deemed a success. Other cities which have recently adopted it or are preparing their maps may well be encouraged by the experience of New York.

## ZONING FOR CITIES AND TOWNS.

An extraordinarily effective little pamphlet, of 16 pages, entitled "Zoning for Cities and Towns", has been published by the Iowa

State College of Agriculture known as Bulletin No. 52, compiled by Rolland S. Wallis, Secretary of the Iowa City Plan Commission.

## ZONING AND NUISANCES IN PHILADELPHIA.

A Pennsylvania Supreme Court decision (*Krocker, et al. v. Westmoreland Planing Mill Company*, 117 Atlantic Reporter, 669), reveals the fact that in Philadelphia the interpretation of the law in regard to nuisances is in close relation to the "Use" phase of the proposed Zoning Ordinance now before that city.

In 1919 the Westmoreland Planing Mill Company bought a tract of land then occupied by dwelling houses and proceeded to erect its mill in disregard of notice from the residents that they would seek to enjoin its operation. This was a residential section, and the immediate locality was comparatively quiet and free from dust and other annoyances. Undisturbed by any occupation or business, it was a suitable and convenient place for moderate priced homes.

Notwithstanding the warning of the residents of the neighborhood, the company proceeded to erect and operate its mill. Such operation caused excessive noise and seriously interfered with the residents of the neighborhood in the comfort and enjoyment of their homes. The noise was augmented by the manner in which lumber was unloaded from wagons. At times smoke came from the mill in quantities and spread over the neighborhood, making it necessary to keep windows closed even in the summer time.

The conditions greatly depreciated the market value of adjacent property, and seriously affected the immediate locality as a place of residence. Hence court action was instituted. The lower court granted an injunction in favor of the householders. This the defendant appealed. The Supreme Court sustained the Lower Court stating in its decision:

"This is not an attempted restraint of industry in a locality devoted to that purpose. The Chancellor after a careful investigation found there was no way the mill could be operated without being a nuisance to the plaintiffs; his findings of the facts are supported by the evidence and justify the decree entered."

"True, a saw and planing mill is not a nuisance *per se*, but the operation of this one, so located in close proximity to dwelling houses, necessarily causes such an unreasonable infringement upon plaintiffs' rights as to be a nuisance in fact. People in cities must, of course, submit to many annoyances, and it is only when they interfere with people of ordinary sensitiveness that they will be restrained. Noise which constitutes an annoyance to a person of ordinary sensibilities to sound, so as to materially interfere with the ordinary comfort of life and to impair the reasonable enjoyment of his habitation to him, is a nuisance." *Joyce Laws of Nuisances* pf. 216 sec. 174.

"The restraining of nuisances is a well recognized branch of equity jurisdiction where the facts are clear and the rights of the complainant not doubtful;

See *Pendergast et al. v. Walls, et al.* 257 Pa. 547.

*Eckels v. Weibley* 232 Pa. 547.

*Wilson v. Shipley* 211 Pa. 36.

*Evans Fertilizer Co. Ltd.* 160 Pa. 209.

*Peena Lead Co. Appeal* 96 Pa. 116, 124.

"Of course in a doubtful case an injunction should not issue until the rights of the parties are settled by an action at law. The instant case was properly one for a chancellor, owing to the continuing nature of the nuisance and the number of injured parties. To obtain redress at law each of the 40 plaintiffs must bring a separate suit, and then not secure permanent relief. In such case the injury is regarded as irreparable (*Sullivan v. Steel Company*, 208 Pa. 540) and he who sets up a nuisance at the doors of his neighbors cannot be suffered to continue it under the rule of balancing of equities, where, as here, the parties are numerous and the facts clearly established.

"There are many places where such mills can be established without damage to residence property and it is defendants' misfortune that it did not secure such a location. See *Rodenhsusen v. Craven*, 141 Pa. 546. The assignments of error are overruled and the decree is affirmed at the costs of appellant."



During the last few months there have been 15 complaints of a similar character filed by residents, property owners, churches and business men's associations. This is indication not only of the growing tendency of commerce and industry to intrude into home areas as long as there are no restrictions upon such movements, but it also bespeaks the determination of home owners to demand the assistance of the law in eliminating these nuisances from residential neighborhoods.

A recent temporary injunction granted against a local ice cream company in proceedings started by neighbors is as sweeping as the planing mill injunction, and there is no doubt that the final hearing will result in permanent relief for the residents.

BERNARD J. NEWMAN,  
Philadelphia.

### THOMAS ADAMS.

Thomas Adams, the English, Canadian and American Town Planner, is returning to the United States early in January to resume his chair in the Massachusetts Institute of Technology as lecturer on Civic Design. In addition to giving these lectures and part of his services as consultant to the Canadian Town Planning work, Mr. Adams will be available for occasional lectures and consultation on City Planning and Regional Planning during the first four months of next year.

Mr. Adams has recently formed the firm of Thomas Adams and Longstreth Thompson, Town Planners, with offices at 121 Victoria Street, S. W., London.

### ROBERT WHITTEN.

Robert Whitten has opened offices at 4614 Prospect Avenue, Cleveland, for professional practice in general city planning and zoning. In this work Mr. Whitten will be associated with A. D. Taylor, landscape architect and town planner and will have the assistance of his organization.

Mr. Whitten was formerly secretary of the New York Committee on the City Plan and of the New York Commission on Building Districts and Restrictions, and consultant to the New

York Zoning Committee, special city plan advisor to the Cleveland City Plan Commission, consultant to the Cleveland Heights City Planning Commission and the Cleveland Metropolitan Planning Commission and zoning consultant to the Metropolitan Development Association of Dallas, Texas. Mr. Whitten is at present general city planning consultant in Atlanta and Indianapolis.

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